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ABSTRACT

This document reports the hearings held by the Committee on Education and Labor's General Subcommittee on Education in New York, N.Y. and Boston, Mass. on two bills. One, H. R. 3101, is a bill to assist school districts reduce crime against children, employees, and facilities in the elementary and secondary schools by providing financial assistance for the development and implementation of locally approved school security plans. The second, H. R. 10641, is a bill to amend the Elementary and Secondary Education Act of 1965 to assist school districts to carry out locally approved school security plans to reduce crime against children, employees, and facilities of their schools. Supplemental materials include the following: (1) a booklet entitled "Effects of the use of space technology on a high school campus"; and (2) a report entitled "Stability and disruption in the public schools of New York City." (JM)

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THE SAFE SCHOOLS ACT

HEARINGS

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

FIRST SESSION

ON

H.R. 3101 and H.R. 10641

BILLS TO ASSIST SCHOOL DISTRICTS REDUCE CRIME AGAINST CHILDREN, EMPLOYEES, AND FACILITIES IN THE ELEMENTARY AND SECONDARY SCHOOLS BY PROVIDING FINANCIAL ASSISTANCE FOR THE DEVELOPMENT AND IMPLEMENTATION OF LOCALLY APPROVED SCHOOL SECURITY PLANS

HEARINGS HELD IN NEW YORK, N.Y., SEPTEMBER 17, 1971, AND BOSTON, MASS., OCTOBER 22, 1971

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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THE SAFE SCHOOLS ACT

FRIDAY, SEPTEMBER 17, 1971

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
New York, N.Y.

The subcommittee met at 10 a.m., pursuant to call, in room 2705, 26 Federal Plaza, New York City, Hon. Roman Pucinski (chairman of the subcommittee) presiding.

Members present: Representatives Pucinski, Biaggi, and Peyser.

Also Present: Representative Bingham.

Staff members present: John F. Jennings, counsel; Alexandra Kisla, clerk; and Dennis Taylor, minority associate counsel.

(The texts of H.R. 3101 and H.R. 10641 follow:)

[H.R. 3101, 92d Cong., first sess.]

A BILL TO assist school districts reduce crime against children, employees, and facilities in the elementary and secondary schools by providing financial assistance for the development and implementation of locally approved school security plans.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Safe Schools Act of 1971".

FINDINGS

SEC. 2. The Congress makes the following findings:

(a) that safety from crime for children, employees, and property is an essential requisite for teaching and learning in the elementary and secondary schools of the Nation;

(b) that schoolchildren and employees in elementary and secondary schools are entitled to an atmosphere free from crime and threat of crime in which to work, study, and play;

(c) that elementary and secondary schools and the students and employees therein are particularly vulnerable to crime;

(d) that the incidence of crimes against children, employees, and property in elementary and secondary schools, particularly in urban areas of the Nation, is such that in many schools the educational process is seriously jeopardized and the right of students to pursue learning is severely contravened;

(e) that a significant portion of the Nation's educational resources are being diverted from direct educational purposes to the problem of combating crime and maintaining security in the schools; and

(f) that security in the schools poses special problems and requires special techniques, training, and materials which are often not available to local educational, community service, or law enforcement agencies.

PURPOSE

SEC. 3. The purpose of this Act is to provide financial assistance to aid local educational agencies throughout the Nation to meet special needs incident to providing security for children, employees, and facilities in elementary and secondary schools by reducing and preventing crimes against them.

APPROPRIATIONS

SEC. 4. (a) There are authorized to be appropriated for carrying out this Act such funds as may be required.

(b) Funds so appropriated shall remain available for obligation for one fiscal year beyond that for which they are appropriated.

(c) Notwithstanding subsections (a) and (b) of this section no funds are authorized to be appropriated to carry out the provisions of this Act where any funds appropriated for the preceding fiscal year for any authorized program administered by the Office of Education are withheld from expenditure by the Department of Health, Education, and Welfare.

ALLOTMENTS AMONG STATES

SEC. 5. (a) From the sums appropriated pursuant to section 4 for carrying out this Act for any fiscal year, the Secretary shall allot an amount equal to 50 per centum among the States by allotting to each State $100,000 plus an amount which bears the same ratio to the balance of such 50 per centum of such sums as the population in the States bears to the total population in all the States. The remainder of such sums may be expended by the Secretary as he may find necessary or appropriate (but only for activities described in section 6 and in accordance with the other purposes of this Act.

(b) (1) The amount by which an allotment to a State for a fiscal year under subsection (a) exceeds the amount which the Secretary determines will be required for such fiscal year for programs or projects within such State shall be available for reallotment to other States in proportion to the original allotments to such States under subsection (a) for that year but with such proportionate amount for any such other States being reduced to the extent it exceeds the sum the Secretary estimates such State needs and will be able to use for such year; and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts were not so reduced. Any amounts reallotted to a State under this subsection during a fiscal year shall be deemed part of its allotment under subsection (a) for such year.

(2) Notwithstanding the provisions of paragraph (1) of this subsection, no portion of any allotment to a State for a fiscal year shall be available for reallotment pursuant to this subsection unless the Secretary determines that the applications for assistance under this Act which have been filed by eligible applicants in that State for which a portion of such allotment has not been reserved (but which would necessitate use of that portion) are applications which do not meet the requirements of this Act, as set forth in sections 7, 8, and 9, or which set forth programs or projects of such insufficient promise for achieving the purpose of this Act that their approval is not warranted.

ELIGIBILITY FOR FINANCIAL ASSISTANCE

SEC. 6. (a) The Secretary shall provide financial assistance by grant upon application therefore approved in accordance with section 8 to a local educational agency which has adopted and is implementing, or will, if assistance is made available to it under this Act, adopt and implement, a plan to reduce crime and increase the safety and security of children, employees, and facilities in elementary and secondary schools.

(b) In cases in which the Secretary finds that it would effectively carry out the purpose of this Act, he may assist by grant or contract any public or private nonprofit agency, institution, or organization (other than a local educational agency) to carry out programs or projects designed to support the development or implementation of a plan described in subsection (a).

AUTHORIZED ACTIVITIES

SEC. 7. (a) Financial assistance under this Act shall be available for programs or projects which would not otherwise be funded and which involve activities designed to carry out the purpose of this Act, including—

(1) the provision of additional professional or other staff members (including staff members specially trained in problems incident to crime control) and the training and retraining of staff for schools which are affected by a plan described in section 6;

(2) the provision of services to meet the special needs of children and employees in such schools;

(3) community activities, including public education and participation efforts, in support of a plan described in section 6;

(4) special administrative activities, such as the rescheduling of children or employees;

(5) provision of information to parents and other members of the general public incident to the development or to the implementation of a plan described in section 6;

(6) planning and evaluation activities;

(7) acquisition, installation, modernization, or replacement of appropriate equipment and supplies;

(8) minor alterations of school plants and facilities;

(9) other specially designed programs or projects that meet the purpose of this Act;

Provided, however, That

(b) No funds authorized for assistance under this Act shall be used to support the introduction, presence, or use of firearms, other weapons, or chemical agents in any school.

CRITERIA FOR APPROVAL

SEC. 8. In approving applications submitted under this Act, the Secretary shall apply only the following criteria:

(a) the need for assistance, taking into account such factors as—

(1) the extent and impact upon elementary and secondary education of crime in the schools of the district to be served;

(2) the financial need of such school district;

(3) the expense and difficulty of effectively carrying out a plan described in section 5 in such school district; and

(4) the degree to which measurable deficiencies in the quality of public education afforded in such district exceed those of other school districts within the State;

(b) the degree to which the plan described in section 6, and the program or project to be assisted, are likely to effect a decrease in crime in the schools;

(c) the degree to which the plan described in section 6 enjoys the support and approval of parents, professional school employees, and the community at large in the school district affected; and

(d) the degree to which the plan described in section 6 affords full protection of the civil and constitutional rights of children and employees in the school district affected.

ASSURANCES

SEC. 9. (a) An application submitted for approval under section 8 shall contain such information as the Secretary may prescribe and shall include assurances that—

(1) in the case of an application by a local educational agency, the applicant has not reduced its fiscal effort for the provision of free public education for children in attendance at the schools of such agency for the fiscal year for which assistance is sought under this Act to less than that of the second preceding fiscal year; and the current expenditure per pupil (as defined in section 12(j)) which such agency makes from revenues derived from its local sources for the academic year for which assistance under this Act will be made available to such agency is not less than the current expenditure per pupil which such agency made from such revenues (A) the academic year preceding the academic year during which the implementation of the plan described in section 6 was commenced, or (B) the third academic year preceding the academic year for which such assistance will be made available, whichever is later;

(2) the applicant is not reasonably able to provide out of non-Federal sources the assistance for which the application is made;

(3) no practices or procedures will be employed by the applicant so as to (A) discriminate against any child or employee, or group of children or (B) otherwise violate the civil rights of children or employees, including but not limited to the right lawfully to petition or assemble for redress of grievances;

(4) the applicant will provide such other information as the Secretary may require to carry out the purpose of this Act, including but not limited to the evaluation described in subsection (5) of this section;

(5) the plan described in section 6 has been fully and publicly reviewed and evaluated by a representative group of parents of children to be affected by such plan;

(6) the appropriate State educational agency has been given reasonable opportunity to offer recommendations to the applicant and to submit comments to the Secretary.

(b) The Secretary shall not finally disapprove in whole or in part any application for funds submitted by a local educational agency eligible under section 6 without first notifying the local educational agency of the specific reasons for his disapproval as contained in section 8 and subsection (a) above and without affording the agency a reasonable time to modify its application.

(c) The Secretary may, from time to time, set dates by which applications shall be filed.

(d) In the case of an application by a combination of local educational agencies for jointly carrying out a program or project under this Act, at least one such agency shall be an agency described in section 6(a) or section 10 and any one or more such agencies joining in such application may be authorized to administer such programs or project.

SPECIAL PROGRAMS

SEC. 10. From the funds available to him under the second sentence of section 4(a) the Secretary is authorized to make grants to eligible local educational agencies to carry out model or demonstration programs related to the purpose of this Act if in the Secretary's judgment these programs make a special contribution to the development of methods, techniques, or programs designed to reduce crime and increase the security of children, employees, and facilities in elementary and secondary schools.

PAYMENTS

SEC. 11. (a) Upon his approval of an application for assistance under this Act, the Secretary shall reserve from the applicable allotment (including any applicable reallotment) available therefore the amount fixed for such application.

(b) The Secretary shall pay to the applicant such reserved amount, in advance or by way of reimbursement, and in such installments consistent with established practice, as he may determine.

(c) After making a grant or contract under this Act, the Secretary shall notify the appropriate State educational agency of the name of the approved applicant and of the amount approved.

(d) The amount of financial assistance to a local educational agency under this Act may not exceed those net additional costs which are determined by the Secretary, in accordance with regulations prescribed by him, to be the result of the implementation of a plan under section 5(a).

DEFINITIONS

SEC. 12. As used in this Act, except when otherwise specified—

(a) The term "crime" means any unlawful act or activity, not including any violation of any rule, regulation, or code of behavior established by any organization, agency, or institution not enacted into law.

(b) The term "implementing a plan" means that a local educational agency is carrying out a plan in accordance with its terms and one or more steps or requirements of such plan remain to be carried out.

(c) The term "equipment" includes machinery, utilities, and built-in equipment and any necessary enclosures or structures to house them, and includes all other items necessary for the provision of security services, such as surveillance equipment and necessary furniture, printed and published materials, and other related materials.

(d) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control, or direction, of public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a

State as an administrative agency for its public elementary or secondary schools, or a combination of local educational agencies; and includes any other public institution or agency having administrative control and direction of a public elementary or secondary school; and where responsibility for the control and direction of the activities in such schools which are to be assisted under this Act are vested in an agency subordinate to such a board or other authority, the Secretary may consider such subordinate agency as a local educational agency for purpose of this Act.

(e) The term "nonprofit" as applied to an agency, organization, or institution means an agency, organization, or institution owned or operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(f) The terms "elementary and secondary school" and "school" mean a school which provides elementary or secondary education, as determined under State law, except that it does not include any education provided beyond grade 12.

(g) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(h) The term "State" means one of the fifty States or the District of Columbia.

(i) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law for this purpose.

(j) The term "current expenditure per pupil" for a local educational agency means (1) the expenditures for free public education, including expenditures for administration, instruction, attendance and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay, and debt service, or any expenditures made from funds granted under such Federal program of assistance as the Secretary may prescribe, divided by (2) the number of children in average daily attendance to whom such agency provided free public education during the year for which the computation is made.

EVALUATION

SEC. 13. Such portion as the Secretary may determine, but not more than 1 per centum, of any appropriation under this Act for any fiscal year shall be available to him for evaluation (directly or by grants or contracts) of the programs and projects authorized by this Act, and in the case of allotments from any such appropriation, the amount available for allotment shall be reduced accordingly.

JOINT FUNDING

SEC. 14. Pursuant to regulations prescribed by the President, where funds are advanced by the Department of Health, Education, and Welfare and one or more other Federal agencies for any project or activity funded in whole or in part under this Act, any one Federal agency may be designated to act for all in administering the funds advanced. In such cases any such agency may waive any technical grant or contract requirement (as defined by regulations) which is inconsistent with the similar requirements of the administering agency or which the administering agency does not impose.

NATIONAL ADVISORY COUNCIL

SEC. 15. The President shall appoint a National Advisory Council on Safe Schools, consisting of twelve members, for the purpose of reviewing the administration and operation of this Act and making recommendations for the improvement of this Act and its administration and operation and for increasing the effectiveness of programs or projects carried out pursuant to this Act.

REPORTS

SEC. 16. The Secretary shall include in his annual report to the Congress a full report as to the administration of this Act and the effectiveness of programs or projects thereunder.

[H.R. 10641, 92d Cong., first sess.]

A BILL To amend the Elementary and Secondary Education Act of 1965 to assist school districts to carry out locally approved school security plans to reduce crime against children, employees, and facilities of their schools.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Safe Schools Act of 1971".

SEC. 2. Title I of the Elementary and Secondary Education Act of 1965 is amended by inserting after part C thereof the following new part:

"PART D—SPECIAL GRANTS FOR SAFE SCHOOLS

"PURPOSE

"SEC. 141. The purpose of this part is to provide financial assistance to aid local educational agencies throughout the Nation to meet special needs incident to providing security for children, employees, and facilities in elementary and secondary schools by reducing and preventing crimes against them.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 142. There is authorized to be appropriated to carry out this part, the sum of $———— for the fiscal year 1972, and $———— for the fiscal year 1973.

"ALLOTMENTS TO LOCAL EDUCATIONAL AGENCIES

"SEC. 143. (a) From the sums appropriated to carry out this part for a fiscal year, the Commissioner shall reserve not to exceed 3 per centum thereof and allot such amount among Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands according to their respective needs for grants under this part. In addition he shall allot to the Secretary of the Interior from such amount, such sums as he may determine for elementary and secondary schools operated for Indian children by the Department of the Interior.

"(b) The remainder of the sums appropriated to carry out this part for a fiscal year shall be allotted by the Commissioner among other local educational agencies in a manner which gives consideration to the following criteria:

"(1) the need for assistance, taking into account such factors as—

"(A) the extent and impact upon elementary and secondary education of crime in the schools of the district to be served;

"(B) the financial need of such local educational agency;

"(C) the expense and difficulty of effectively carrying out a plan described in section 144(a) in such school district; and

"(D) the degree to which measurable deficiencies in the quality of public education afforded in such district exceed those of other school districts within the State;

"(2) the degree to which the plan described in section 144(a), and the program or project to be assisted, are likely to effect a decrease in crime in the schools;

"(3) the degree to which the plan described in section 144(a) enjoys the support and approval of parents, professional school employees, and the community at large in the school district affected; and

"(4) the degree to which the plan described in section 144(a) affords full protection of the civil and constitutional rights of students and employees of the school district affected.

"APPLICATION

"SEC. 144. (a) A local educational agency may receive a grant under this part for any fiscal year only upon application therefor approved by the Commission, with the consent of the appropriate State educational agency, upon his determination that the local educational agency has adopted and is implementing, or will, if assistance is made available to it under this part, adopt and implement, a plan to reduce crime and increase the safety and security of the students, employees, and facilities of its elementary and secondary schools through programs and projects designed to carry out the purpose of this part, including—

"(1) the provision of additional professional or other staff members (including staff members specially trained in problems incident to crime control) and the training and retraining of staff for schools which are affected by such plan;

"(2) the provision of services to meet the special needs of students and employees in such schools;

"(3) community activities, including public education and participation efforts, in support of such plan;

"(4) special administrative activities, such as the rescheduling of students or employees;

"(5) provision of information to parents and other members of the general public incident to the development or to the implementation of such plan;

"(6) planning and evaluation activities;

"(7) acquisition, installation, modernization, or replacement of appropriate equipment and supplies;

"(8) minor alterations of school plants and facilities; and

"(9) other specially designed programs or projects that meet the purpose of this part.

"(b) No funds authorized for assistance under this part shall be used to support the introduction, presence, or use of firearms, other weapons, or chemical agents in any school."

SEC. 3. (a) Part D of title I of the Elementary and Secondary Education Act of 1965 is redesigned as part E, and sections 141 through 144 of such title are redesignated as sections 151 through 154, respectively, and sections 146 through 150 are redesignated as sections 155 through 159, respectively. Cross references to such part and such title are redesignated accordingly.

(b) The provisions of part E of title I of the Elementary, and Secondary Education Act (as redesignated by subsection (a)) are amended as follows:

(1) The material preceding paragraph (1) in section 151(a) is amended by inserting "part A, B, or C of" before "this title".

(2) Section 151(a)(1) is amended by inserting "part A, B, or C of" before "this title" the first time it appears.

(3) Section 151(a)(2) is amended by inserting after "such agency" the following: ", in the case of assistance under part A, B, or C,".

(4) Section 151(a)(6) is amended by inserting after "the programs" the following: "assisted under part A, B, or C".

(5) Section 152(a)(1) is amended by inserting before "and which meet" the following: "or 144", by inserting after "103(a)(5)" the following: "and of part D", and by inserting before the semicolon at the end thereof the following: "or part D".

(6) Section 153(a)(2) is amended by inserting "part A, B, and C of" before "this title", and by adding at the end thereof the following new sentence: "From the funds paid to it pursuant to paragraph (1), each State educational agency shall distribute to each local educational agency of the State which has submitted an application approved under section 144 the amount for which such application has been approved, except that this amount shall not exceed the agency's allotment under section 143."

(7) The first sentence of section 154 is amended by inserting "parts A, B, and C of" before "this title".

(8) The third, fifth, and sixth sentences of section 154 are amended by striking out "this title" and inserting "such parts".

SEC. 4. Section 303 of the Act of September 30, 1950 (20 U.S.C. 244), is amended by adding at the end thereof the following:

"(16) The term 'crime' means any unlawful act or activity, not including any violation of any rule, regulation, or code of behavior established by any organization, agency, or institution not enacted into law."

Mr. PUCINSKI. The committee will come to order. The General Subcommittee on Education is beginning hearings today on the Safe Schools Act. H.R. 3101 and H.R. 10641. introduced by our colleague from New York, Jonathan Bingham and cosponsored by Mr. Badillo, Mrs. Hicks, Mr. Perkins, Mr. Scheuer, and myself.

And it is my understanding that yesterday Mrs. Chisholm and Mr. Burton also joined in cosponsoring this bill.

The Safe Schools Act, as I undersand it, is designed to find some way to eliminate crime and violence from our schools while at the same time protecting the rights of students, teachers, and administrators.

The General Subcommittee on Education is especially interested in this bill because of hearings we conducted earlier this year on the extension of the Juvenile Delinquency Prevention Act.

During the course of those hearings we heard of a rising wave of crimes in our schools, a phenomenon which is jeopardizing the very process of educating many of our children in large cities.

This finding was corroborated in a survey conducted by the Senate Subcommittee on Juvenile Delinquency of 110 school districts. That survey showed that during the school year 1969 and 1970, crimes in schools have more than doubled since 1964.

Some of the more startling results are as follows: robberies increased 306 percent; narcotics 1,069 percent; crimes by nonstudents 2,600 percent and assaults on teachers a staggering 7,100 percent.

These statistics are staggering, and we are here today to find out if they are substantiated by occurrences in the New York City Public Schools and if so, what can the Congress do about it.

It is obvious from these deplorable statistics, coupled with the tragedy in Attica and similar results around the Nation, the time has come that we Americans must ask if indeed we are becoming a Nation of violence-prone people.

It is the purpose of our hearings today to get a better insight to this mounting phenomenon. The committee is grateful to our colleague, Congressman Bingham for initiating this action and for inviting the committee to New York to begin these hearings.

We are grateful to his staff. We are also grateful to our colleagues on the committee, Mrs. Chisholm, Mr. Badillo, Mr. Biaggi, Mr. Scheuer, Mr. Peyser and Mr. Reid, all from New York, who are cooperating with this committee on this legislation.

It pleases me to open these hearings on what I believe to be an extremely important piece of legislation. It is my hope that we can get some action on this legislation even this year.

Joining us here this morning is Mr. Peyser from New York State. I would like to invite Mr. Peyser to say a word.

Mr. PEYSER. Mr. Chairman, thank you. I would like to first thank you for making this hearing possible. I would also like to thank my colleague, Mr. Bingham, for bringing this bill sharply into focus in front of the committee.

I would like to say that the security problems that are facing the schools are certainly not new ones in New York City. I had the opportunity 25 years ago of attending one of the high schools in New York City for a term and I can, by personal experience, testify that there was much vandalism and strife going on in the school while I was there.

This problem has spread further than just the city schools. The areas in the suburbs are also now feeling the problem of vandalism and the problem of attack in the schools, so this is a situation that is not restricted just to New York City or other urban areas, but it covers the entire country.

I think this hearing is extremely timely and I am looking forward to the testimony that we are going to receive this morning as well as the opportunity of questioning some of the individuals involved. Thank you very much, Mr. Chairman.

Mr. PUCINSKI. The House Committee on Education and Labor is extremely fortunate to have the services of our colleague, Mr. Biaggi, who brings to the committee a depth of understanding of the problems of this nature by virtue of having served on the New York Police Force for many years before he came to Congress.

We are indeed very grateful and very pleased that he is with us here this morning, a member of the subcommittee and the full Committee on Education and Labor, Mr. Biaggi.

Mr. BIAGGI. Thank you. I would like to congratulate the chairman for making this hearing possible and Congressman Bingham for introduction of the Safe Schools Act. The condition is pretty well known. We have lived with it in the city of New York for some time.

It was last year, after we had several rapes of teachers that the condition was brought to the attention of the public. The fact of the matter is, the crime situation in the city, on the streets of the city of New York are not confined to that area alone.

They are now just as plentiful in the schools of the Nation. Those schools we have in the city of New York we are familiar with. We have discussed this with Chancellor Scribner and he made several suggestions at our last conference.

I am delighted to listen to him today and to the other witnesses to determine what progress has been made, what other suggestions are offered and the possibility of enacting this bill.

Mr. PUCINSKI. Thank you, Mr. Biaggi. We have a very impressive list of witnesses this morning, who I believe will make a very substantial contribution for a better understanding of these problems.

Our first witness is the sponsor of this legislation, Mr. Bingham. Very often the question is asked: What can one man or one woman do in Congress? I believe the legislation that Mr. Bingham has initiated clearly indicates that one Member of Congress indeed can make an enormous contribution by understanding a problem.

Mr. Bingham has made a very extensive study of the problem of growing violence in the schools of America and he has patterned a bill which many Members of the Congress have eagerly joined him in cosponsoring.

It is basically his initiative and understanding of this problem and the threat that it poses to our schools that brings us here today, so I am privileged to present to the committee our very distinguished colleague from New York, Mr. Jonathan Bingham, the author of this legislation.

STATEMENT OF HON. JONATHAN B. BINGHAM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. BINGHAM. I am very grateful to you, Mr. Chairman, for convening this hearing in New York City. It shows the interest that you have and the committee has had over a long period of time in the educational problems of our city, and this is just a reemphasis of that.

I am grateful to you also for your kind remarks. No one has made a greater contribution than you, Mr. Chairman, to this whole matter of education and protection of the rights of our children in the educational process.

As you and the members of this subcommittee are clearly aware, the problem of criminal behavior in the elementary and secondary schools of this city and many other cities throughout the Nation has grown to such proportions that it threatens the very viability of our educational system.

A recent publication of the National School Public Relation Association estimates that national losses from school vandalism, theft, and arson run to $200 million a year. But such a figure does not begin to reflect the real damage that crime in the schools does to the educational process.

An atmosphere of crime and fear in a given school can virtually paralyze the learning process. This pattern of increasing crime in the schools is a nationwide phenomenon, though it is most striking in urban schools.

I know that this was indicated by a survey this subcommittee conducted on violence and disruption in the schools. In addition, there is the survey that you, Mr. Chairman, referred to just now, a 1970 survey of 110 urban school districts by the Senate Subcommittee on Juvenile Delinquency, showed an alarming increase in school crimes, and I ask that a table I have prepared on the basis of that survey appear at this point in the record.

(The document referred to follows:)

INCREASE IN SOME CATEGORIES OF CRIME IN ELEMENTARY AND SECONDARY SCHOOLS FROM 1964 TO 1968

Category	1964	1968	Percent increase
Homicides	15	26	73
Forcible rapes	51	81	61
Robberies	396	1,508	376
Aggravated assaults	475	680	43
Burglaries, larcenies	7,604	14,102	86
Weapons offenses	419	1,089	136
Narcotics	73	854	1,069
Drunkenness	370	1,035	179
Crimes by nonstudents	142	3,894	2,600
Vandalism incidents	186,184	250,549	35
Assaults on teachers	25	1,081	7,100
Assaults on students	1,601	4,267	167
Other	4,796	8,824	84

Source: 1970 survey of 110 school districts by the Senate Subcommittee on Juvenile Delinquency.

This chart shows that crime in most categories has at least doubled in recent years, and increases of more than a thousand percent have occurred in some categories—including narcotics offenses, crimes by non-students, and assaults on teachers.

What these figures do not show is that the heaviest burden of crime in the schools falls upon minority groups. Time and again, in my District, black and Puerto Rican students and parents have pleaded with me to take action to stop crime in the schools, so the educational process can take place. They have pointed out to me that outsiders, who don't belong in the schools, are responsible for most of the crime that occurs there.

The causes of the rising school crime trend are complex. In large part, they assuredly stem from serious ills and injustices that pervade our entire urban society, of which schools are just a part. Very likely, too, they stem from weaknesses in the structure of our educational institutions. Fundamental changes

in society as a whole, and in our educational system, therefore, may alter the trend, and I support and am working for many such fundamental reforms, as are, many of the Members of this subcommittee. In the meantime, however, it seems to me we can and must take interim measures to see that the current generation of students—students who may not benefit from the long-range fundamental education and social reforms we hope for—are able to study free from harm and

Mr. BINGHAM. Also on this chart, in addition to the figures already referred to, you have this tremendous increase in narcotic crimes, up 1,000 percent in recent years and since this covers a 5-year period, from 1964 to 1968, I think it fair to presume that the increases have gone beyond that now.

Assaults on teachers have gone up 7,100 percent over this period and perhaps most significant is this enormous increase in the crimes by nonstudents, those that don't belong in the schools, up 2,600 percent over the period of time.

You also have robberies up 306 percent and so on, but it is a very alarming picture indeed. In most categories the crime has at least doubled in recent years. What these figures do not show is that the heaviest burden of crime in the schools falls upon minority groups.

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Very likely too, they stem from weaknesses in the structure of our educational institutions. Fundamental changes in society as a whole, and in our educational system, therefore, may alter the trend, and I support and am working for many such fundamental reforms, as are many of the members of this subcommittee.

In the meantime, however, it seems to me we can and must take interim measures to see that the current generation of students—students who may not benefit from the long-range fundamental education and social reforms we hope for—are able to study free from harm and fear.

I believe that we can, Mr. Chairman, provide greater personal security to our school children, and to school personnel, without interfering with the many fundamental reforms we need and hope to make, and without making repressive garrisons of our schools.

With that in mind, I introduced, in February of this year, H.R. 3101, the Safe Schools Act of 1971. Since that time I have revised the legislation and reintroduced it this week as H.R. 10641.

I am gratified that you, Mr. Chairman, and members of this subcommittee, as well as the chairman and members of the full committee, have seen fit to cosponsor this proposal. H.R. 10641 is, I believe, the major specific legislative proposal under consideration in the House in the matter of crime in the schools.

The Safe Schools Act would establish a new category of grants for schools under title I of the Elementary and Secondary Education Act. These special crime funds would be available to assist school

districts to develop and carry out locally approved school security plans to reduce crime against—their school—children, employees, and facilities.

As this committee is undoubtedly aware, the Office of Education has consistently taken the position that funds under existing education assistance programs, however broad, are not to be used for security purposes.

In recent months, the Law Enforcement Assistance Administration, through its block grants to the States and through its discretionary grants, has begun to fill this gap in Federal grants by making funds available to combat school crime.

For the most part, however, these funds are channelled through local police officials and other law enforcement agencies. In view of the obvious need for close cooperation between school and police officials for some purposes, there may well be a justification for law enforcement agencies to receive Federal funds for school crime control.

The idea, however, of extensive involvement of law enforcement agencies in the schools is, I think, generally repugnant to Americans. It becomes, therefore, the responsibility of professional educators, the community, and civilian agencies to expand their activities to control school crime.

That, Mr. Chairman, is the purpose of the Safe Schools Act, and that, I believe, would be its effect. Under this bill priority would be given to schools demonstrating the greatest need for this type of funding, those able to demonstrate full community support, and those making the greatest efforts to assure full protection of the civil rights of students and employees.

Two important restrictions should be noted. The Safe Schools Act clearly prohibits the use of any funds for the introduction, presence, or use of firearms, other weapons, or chemical agents in any school.

Secondly, the Safe Schools Act will support programs for the control of criminal behavior, which is quite strictly defined as any unlawful act or activity, not including any violation of any rule, regulation or code of behavior established by any organization, agency or institution not enacted into law.

In other words, we are talking crime here. We are not talking about children that are unruly or break regulations. The bill lists a number of activities that might be supported. There are five types of programs which I feel could most usefully be carried on under the Safe Schools Act.

First, greater professionalization and expansion of school security forces. It is time we recognize that the job of making schools safe is a delicate and demanding one. It requires special skills, techniques and equipment which neither teachers nor school administrators, nor the average "cop on the beat," possess.

Some school systems hesitated to provide needed security equipment because their security forces are not adequately trained to use it properly. So one inadequacy leads to another. And our children and teachers are the losers.

I would just like to add there that there are some police officers in the schools. There is one in particular who served for years in the

Whitman High School in my district who was loved by all the children. He did a superb job. Unfortunately, he retired last year but by and large, police in uniform in the schools create an atmosphere that isn't conducive to good relations.

Second, increased adult presence in the schools through the use of trained parent patrols. On the basis of an independent study of the National Association of Secondary School Principals, the Syracuse University Research Corp. strongly recommended increased use of paid, neighborhood-based security aides in the schools.

Use of parent security aides has been tried successfully in schools in Cleveland, Berkeley, and elsewhere. Their effectiveness was found to be enhanced by their neutrality—that is, their lack of identification with either school officials or the police.

Here again, of course, special training is necessary, especially in the area of fundamental constitutional rights. Without such training, parent patrols could do more harm than good.

But, with proper training, it appears that they can make an important contribution. Funds under the legislation I am proposing could be used to set up such parent patrol programs, to train participants, and to pay their salaries.

Third, installation of basic surveillance and alarm systems as crime deterrents. One special area where this type of equipment might be particularly helpful is with regard to school crimes involving firearms.

As you will note on the chart, there has been a particularly alarming increase in crimes with firearms in the schools—they have increased 136 percent over recent years. We have moved swiftly and decisively through the use of sophisticated surveillance devices to prevent airline passengers, for example, from harboring firearms which might be used in hijackings.

Should we not move equally quickly to make use of these methods to stop firearms and other lethal weapons at the schoolhouse doors? I think we should. Sophisticated alarm systems are also of value as deterrents.

Schools that don't have them constitute extremely inviting crime targets, and resources should be made available to outfit all schools with at least basic equipment of this type.

Fourth, improved student identification and accounting methods. One of the most astounding and disturbing facts about the increase in school crimes is the extent to which such crime is committed by outsiders—people who don't belong in the schools in the first place.

As I have already pointed out, such crime by outsiders increased 2,600 percent between 1964 and 1968 in the 110 school districts sampled by the Senate Juvenile Delinquency Subcommittee.

We can no longer permit school children and personnel to be easy prey for intruders who find schools convenient settings for crime. We must at least in every school be able to spot individuals who clearly don't belong—and spot them quickly.

Several of the other measures I have mentioned under this legislation would help. In addition, more elaborate methods of student identification, attendance, scheduling and accounting might be effective.

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Five, improved school-community liaison. Every school crime control program should include systematic efforts to inform citizens near each school of the problem, and should attempt to enlist their support.

A number of communities have experimented with public participation programs under which citizens are alerted to report strangers in or near schools, to report any information they may obtain about illicit activities involving school children, and so forth.

In some communities, parent canvassers have been sent out regularly to request, gather and study such information in conjunction with school security officials. In the Bronx, students have organized both to curb crime within the school and to alert the community to the problem and enlist its help in stopping it.

Later this afternoon, Mr. Chairman, one of the witnesses, a graduate last year from DeWitt Clinton High School will describe some of that. Such efforts should be encouraged, and this legislation would enable the schools to support, implement, and expand them.

In my judgment, the Safe Schools Act of 1971 is a constructive step toward better meeting our responsibilities to those who are suffering from crime in the schools. It would assure that this increased effort is undertaken without hysteria, with full attention to essential constitutional safeguards, with the initiative in the hands of the people most affected, not as a substitute, but as a supplement for broader programs directed at the causes of crime.

Thank you, Mr. Chairman.

Mr. PUCINSKI. Thank you very much, Congressman Bingham. That was an excellent statement. It certainly reviews the legislation before the committee. Mr. Peyser.

Mr. PEYSER. Thank you, Mr. Chairman. I would like to ask one question dealing with number two, the increased adult presence. Under that phase of it, it would seem to me that we could enter into an area that would be talked about as paraprofessional people and once again, I think there is a tremendous ready market of young men who could be trained to work in this area coming back from Vietnam.

Many of these young men are fully equipped, if trained, to work with young people and also, I would like to see if you feel that this makes sense in this kind of a project, if we get into the paraprofessional area of giving special attention to these veterans. What is your reaction to that?

Mr. BINGHAM. I certainly think that does make sense. I am very much in favor of the use of paraprofessionals in the schools so that the professionals can devote their time to what they are trained to do.

I think it would be an appropriate thing for returning veterans from Vietnam. The emphasis in this particular point in my statement was on community participation and I would hope that at least some of these veterans that might be involved would be drawn from the community itself.

Mr. PEYSER. I would certainly like to lay stress on that because I think it serves a very good purpose. We have previously on the committee discussed the use of these men in day care programs in para-

professional status. There I think it represents an excellent opportunity for them and for us.

One other question I have deals with the student participation in this program. Do you see a place here where students themselves could become involved in this way here—you have indicated parent patrol. Is there room in here for a student patrol or something of this nature?

Mr. BINGHAM. Very definitely, Mr. Peyser. I think this can be one of the most important aspects of it. I did not mean to overlook that. As a matter of fact, as I said, one of the witnesses will tell us something about what was done by a particular group of students.

I think student participation is essential and where there is need for additional funds to make that possible, those funds could be made available under this bill.

Mr. PEYSER. Thank you, Mr. Chairman.

Mr. PUCINSKI. Mr. Biaggi.

Mr. BIAGGI. In response to Mr. Peyser's suggestion that veterans be employed in this area, I am sure it is essential that employment be provided but my experience with government is that in this area, it would be a nominal sum.

It wouldn't pay the money the veterans would like to earn in order to raise a family, but be as it may, it is a good suggestion if money can be provided. Frankly, I would stay with the parent program.

There have been several illustrations of their effectiveness in several schools. The neutrality aspect is highly essential. There is no question about their dedication and motivation. The motivation is unparalleled. This could easily be the most essential ingredient of the program.

As far as the peer groups are concerned, we have that, at DeWitt Clinton High School among other places. But they deal most effectively with drug programs rather than patrols.

The peer group approach in drug programs in schools has proven effective and should be encouraged. I spoke to Mr. Scribner about this whole security aspect some time ago. Security has an ominous tone. At least educators find an ominous tone to it. I don't share that feeling.

I think you can have security without, as you say, hysteria. Participation of the young people and overall, the involvement of the community should do the job, in conjunction, of course, with the regularly established law enforcement agencies.

There are any number of suggestions that could be implemented, but they cost money. That is one of the reasons we are here listening to testimony, frankly, to see this bill enacted.

Mr. PUCINSKI. I have one question. You haven't stated how much money you have in mind in your bill. You leave that blank. I just was wondering if you had any idea what you think ought to be authorized for the first year for this program. Have you given any thought to that?

Mr. BINGHAM. I have given thought to it, Mr. Chairman. I thought, for one thing, if this committee proceeds with its deliberations it would be in a better position to set a figure. But I would say, con-

sidering the facts of the fiscal year of 1972, if this bill was enacted, it would still have to have appropriations, if we could get $10 million as a starter for this program nationwide, I think that would be a good beginning, plus, in the following fiscal year, going to $25 million or $30 million.

I think if the program is pinpointed to this purpose, a great deal can be accomplished without spending a large sum of money.

Mr. PUCINSKI. As you know, they are moving the desegregation bill through the House and the Senate has already acted on it. I was wondering what your thinking might be on the prospects of offering this bill as an amendment to that bill as a better chance of getting it through in this session of Congress. What is your feeling on that?

Mr. BINGHAM. I hadn't thought of that, Mr. Chairman, but any way that we could act to get this bill enacted I certainly have no private authorship on it. If we could get it added on to another bill and get it through, I would be more than delighted.

Mr. PUCINSKI. You have really zeroed in on one of the most serious problems in the schools, and you are right. We did a survey in our subcommittee last year and it did show a very serious increase in the incident of problems that you have so eloquently called to the attention of the committee.

So, the mere fact that you are emphasizing this particular aspect of the educational need indicates to us that we ought to try to get this help out as quickly as possible.

Mr. BIAGGI. I would like to ask a question. What is your reaction to the establishment of the 600 schools where we have specialists to deal with the disruptive students and continuing the educational process at the same time and also provide an answer to the problem of continuing the educational process of the schools originally assigned?

Mr. BINGHAM. I think that presents complications. I am not clear just how that would work. We do need special handling, unquestionably, for students that are particularly difficult. I think that is a different problem from what we are talking about here.

On the other hand, I would say the matter of providing assistance for security in schools might be particularly needed in schools that have that special type of problem.

Mr. BIAGGI. Don't you feel the administration of various educational systems should address themselves more specifically to this problem?

Mr. BINGHAM. I think they have struggled with it. I think there have been some steps taken in New York, as we will doubtless hear from some of the witnesses, but they haven't been able to cope with it adequately and I think one of the reasons is that there is always a reluctance on the part of school officials to divert educational money to security money, and understandably so.

That is why I think it is important to have a special program of this character that is focusing on the security problem.

Mr. PUCINSKI. Mr. Jennings, do you have any questions?

Mr. JENNINGS. No.

Mr. BIAGGI. I have one question. I see your chart but I am convinced it is not even fully representative of the situation as it exists. It is my observation that if you go to the school and speak to the teachers and administrators that they are discouraged from reporting problems.

Principals discourage the reporting of crimes because they feel it is a reflection on themselves. That would make this bill even more essential.

Mr. PUCINSKI. Thank you very much, Mr. Bingham, for starting off these hearings for us. Our next witness is Dr. George Patterson, Special Assistant to the Superintendent for Security of the New York Public School System.

Mr. Patterson, it is my understanding you are going to read a statement for Dr. Scribner and then we will want to talk to you about some of the problems as you see them in your capacity as assistant to the superintendent for security.

Why don't you proceed in any manner you wish in presenting to the committee Dr. Scribner's statement.

STATEMENT OF DR. GEORGE PATTERSON, SPECIAL ASSISTANT TO DR. HARVEY B. SCRIBNER, DEPUTY CHANCELLOR, NEW YORK PUBLIC SCHOOLS

Dr. PATTERSON. Mr. Chairman, let me make a slight correction. I am special assistant to the deputy chancellor and one of my responsibilities is the school guard program. I don't have the responsibility over all security problems of the school system.

This is testimony prepared by Dr. Scribner for this committee. The following observations pertain to the general goal of guaranteeing safe schools by seeking to provide schools which are both secure and stable.

On the question of secure schools, there is no doubt that the question of crime in the schools is an issue of deep public concern. Parents often fear for the safety and well-being of their children.

Members of the school staff often fear for their own protection. The response of the schools has varied from place to place, but one of the more frequent actions—and one which parents and school professionals repeatedly press for—is the employment of increasing numbers of security guards in the schools.

This demand is understandable. Parents are rightfully concerned about their children's safety in schools. Students have a right to safe places in which to learn. Teachers have a right to work without fear for their personal safety.

Principals are legitimately concerned about the social and educational effects of acts of violence and crime which take place in the school or in its immediate vicinity. My personal conclusion, however, is that the placing of security guards in the schools does not represent a permanent, long-range solution to the problem of unsafe schools.

It is, at best, merely a short-range and necessarily limited treatment of a symptom. Security guards, whatever their numbers, will not, in my judgment, contribute in any substantial way to elimination of the factors which cause schools to be unsafe.

A community school superintendent in New York City has observed—accurately, I believe—that you can make a school an armed camp, and that won't make it secure. Nor, I would add, will it enhance the school's ability to educate.

Although school authorities clearly must make all possible efforts to make schools safe by using a variety of means, the major emphasis should be the development of long-term solutions to the causes of unsafe schools.

The Federal Government, through legislation, can help significantly by encouraging the development of safe-schools efforts which seek to reach below the surface of the problem. It is my hope, in short, that the Congress, in promoting safer schools, will place more emphasis on the support of substantive programs designed to deal with the causes of unsafe schools than on the funding of efforts; that is, security guards, burglar alarms, special equipment, et cetera, which deal primarily with the symptoms of crime.

It is not a matter of either-or; it is a matter of emphasis. In particular, I would strongly recommend the support of programs which involve students, and parents as well, in the design and operation of programs for safe schools.

This recommendation is based on the conclusion that students, especially in the Nation's secondary schools, represent a great and generally untapped resource in the development of school safety and school security programs. This, in brief, is where the action ought to be.

On the question of school stability, a current report, Stability and Disruption in the Public Schools of New York City is appended for entry into the subcommittee's record. (See p. 152.) I asked for such a study midway in the 1970–71 school year.

It was undertaken with the cooperation of the United Federation of Teachers, the Council of Supervisors and Administrators, and the New York City Police Department. This report, filed with me on June 15, 1971, is, in my judgment, well worth the attention of this subcommittee. Although the report deals with the schools of New York City, the findings have general application.

The report includes the following findings which are pertinent to the question of school stability. There is a direct connection between school stability and school leadership. The report suggests that when a school principal is on leave of absence and is replaced by an interim or temporary appointee, schools do not appear to function at full efficiency.

The report, elsewhere, states that schools tend to be more stable when the administrative and supervisory staff is visible, mobile and accessible.

Parents and students can make positive contributions to school stability. Yet, parent and student involvement in programs of school stability is generally negligible.

It is likely that closer connections between schools and the corporate sector—in providing study-related jobs, for example, or advice on educational programs—would contribute to school stability. Yet, such connections are relatively rare, and where they are made, the relationship is typically a formal—and thus limited one. For example, the connections between industry and vocational schools.

The educational programs of the schools and the degree of school stability—or instability—are directly related. This report notes that high school principals, when asked to enumerate the causes of school instability and school disruption, tend to cite building security deficiencies, drugs, overcrowding, poor facilities, and racial conflicts among students.

They tend not to view the educational programs of the schools as a factor. This, according to the report, is in direct contrast with the views of high school students who do perceive the educational programs of a school as a major determinant of school stability.

The point is this: it would be most useful and imaginative, in my opinion, if legislation which seeks to promote school stability defines stability broadly, not narrowly. That is to say, such legislation should encourage schools to achieve institutional stability through a multiplicity of efforts in such diverse—though related—areas as internal school governance, parent and student involvement in school affairs, community education, and linkages between schools and nonschool institutions and agencies.

Mr. PUCINSKI. Thank you very much, Mr. Patterson. I regret that Dr. Scribner can't be with personally with us this morning. I appreciate sending his statement but I would like very much to pursue this statement with him.

With all due respect to Dr. Scribner, I have been a member of this committee for 13 years and have had the privilege of questioning and discussing school problems with practically every educator in this country over those years and it seems to me that the position taken by the good chancellor here is pretty much the same position that we heard 13 years ago, 15 years ago and 10 years ago.

This is nothing in Mr. Bingham's bill that, in any way, precludes the very fine goals that Dr. Scribner describes in his statement, and indeed, we have much legislation on the books right now that is moving in that direction.

For instance, we spent $2 billion for Federal aid to your schools under title I to do many of the things that Dr. Scribner is discussing in this statement here, but I believe that when you talk to teachers who are afraid to come to work and you talk to students who are afraid to come to school and when you look at the statistics cited by Mr. Bingham on the No. 1 problem and that is the disruption of schools by people who have no business in that school—who don't belong there, who come in that school violating all kinds of laws and create disruptions—then surely you can see where all of these points that Dr. Scribner discussed would not make one iota of contribution to dealing with the problem.

Now I believe that the legislation that Mr. Bingham has presented to the committee recognizes all of the goals that you have read here,

but also zeroes in on a specific program for a specific problem, and that is the problem of insuring that teachers and students have some degree of security.

A parent has a right to send his daughter to a school without the fear of having her raped in that school, and a parent has a right to send his son to that school and not seeing that son shot in that school.

Surely all of these things that Dr. Scribner describes here are lofty goals. As I say, why don't you stop beating your wife. No one can quarrel with these groups. I am sure that every school board member in New York and every Member of Congress would say, we want to help you.

But the problem, based on the statistics presented by Mr. Bingham, in my judgment, requires a much more realistic approach than the approach being submitted by academia. I really think that the time has come when academia ought to take a hard look at its problems and then join with us in trying to solve them.

I have no quarrel with what statement Dr. Scribner sent in to the committee. I endorse everything he says but I wish he had gone a little further and recognized that there is a problem.

I think the happiest man in the world would be Jonathan Bingham to submit a resolution to repeal this act. The moment that we didn't need any more security measures in the school because all the things you talked about have been achieved—but that is pie in the sky hoping and it is not going to happen.

I do want to ask you if you want to add, on your own, from where you sit as assistant deputy chancellor, what this legislation could do in addition to all the things you discussed in the statement?

I detect from the statement that the chancellor does not think this legislation has merit.

Dr. PATTERSON. I am sure it is not so at all. I can add some things if you would like. First of all, there is no denying that there is a great deal of crime in urban schools, including New York City's, based upon my experience in New York City—and that is about 23 years in different boroughs and at all levels of school system and all kinds of jobs, besides being at headquarters.

The findings of Congress as noted in this bill in the first and second pages of the bill—I am referring to the original bill, Congressman Bingham, I didn't have the other one till this morning—are quite accurate.

The problem of crime in school implies especially certain kinds of crimes. They are robbery, extortion, assault—often with a weapon—attempts at sexual molestation and rape—the latter, of course, is often difficult to prove, but we discount it.

The second kind of hazard in our schools today, that we have in New York City at any rate, is the bomb scare. This is probably the single most frequent kind of unlawful incident in the New York City schools, or at least the one that is most often recorded.

The danger to life and limb occurs when the building is evacuated. Rarely, if ever, is there a bomb that goes off. Any time you move 1,000 people at the same time in the same building there is the risk of accidents and physical collapse due to strain.

Often they are moving 5,000 bodies at the same time. In the case of DeWitt Clinton, I think 7,000 bodies. In recent years, large group disturbances have disrupted our schools for weeks and months at a time.

There have been comparatively very few serious injuries sustained during riots and demonstrations. I am not confident that this situation will continue. An event such as the Attica Prison uprising, for example, can make a serious impression to the general public.

Children and teachers in school are especially vulnerable to various kinds of attack. For one thing, it is well-known that they will be in that one building from 9 a.m. to 3 p.m. Often, teachers arrive early to prepare for class and stay later to mark papers.

This was the case, Congressman Biaggi, that you are referring to. Local persons are well aware of this. Children carry their allowances and lunch money, another well-known fact. Most children and women teachers are especially easy targets for robbery and physical assault.

The school is a center of local sensitivity. The rapport between the school faculty and community or rather the lack of it is a main source of community discussion in some cases. Angry parents or relatives often invade the school to berate or physically attack a teacher or principal.

This has happened in New York City and in every large school system. No matter whether any person receives injury, there is still a tremendous bill to pay in lost educational time, especially for high school seniors who must prepare for college requirements.

In addition, there can be considerable government expense for police, city youth agencies and other municipal services. About a year ago, I asked from Commissioner Murphy the cost to the police department of secondary school disturbances.

In other words, their cost, not ours. His response indicated a daily cost of about $9,000 for assigning patrolmen to public secondary schools on schooldays. Of course, this does not include the individual bomb scares and responses of all kinds for services from schools which we have daily.

The New York City schools have reserved $1 million for direct protection for children and teachers in school in the 1971–72 school budget, mainly the school guard program.

I believe that this bill points up a special weakness in school defenses against crime. We, administrators and teachers, are simply not prepared to handle security in this sense. School principals and superintendents, by the time they have become administrators, have been subjected to every type of educational course imaginable, except on which has become vital today—the administration of school security.

Teachers have no specific preparation for dealing with school crime and it is difficult to imagine how they would be prepared to do so unless this topic were added to a human relations course.

Mr. Biaggi. Perhaps we ought to add a karate course or something.

Mr. Pucinski. My daughter is a schoolteacher and I have often asked her, "How do you deal with these problems?" She is a tiny little thing and weighs about 90 pounds, a size 3 dress.

She says, "Dad, I just don't know. When you stand up to one of these big guys," as Congressman Biaggi says, "you just pray."

Mr. PATTERSON. There is a device with us today which may be discussed later because I see a sample of it here. I would like to suggest certain ways that financial aid could be of use since you asked me directly.

No. 1, a national study of crime in the schools, especially in urban schools. Now I know we have this report here, but, gentlemen, it is my personal belief that the reporting of these data must be carefully screened.

For example, take City X, from which you obtained some data. Do you know, in fact, that you have a complete study of all crime or do you have a study of crime that was reported, and of certain kinds of crime or at a certain time of the year?

Mr. BIAGGI. You asked several questions. I am confident we don't have a complete report of all crimes.

Dr. PATTERSON. I am confident too.

Mr. PUCINSKI. Who would you suggest should make such a study?

Dr. PATTERSON. I think it should be done by the Government which should subcontract it some way, but I think the plan for obtaining the information has to be very scientifically and carefully prepared.

That is the key right there. Anyone can organize it for you into 5,000 robberies and 10,000 this, but do you know, in fact, that the information is valid unless you have a complete good sample? I don't think you know that.

Mr. PUCINSKI. Is there a person in each school who is in charge of security? Is there such a position?

Dr. PATTERSON. There is now. Last November 1970, I think it was, the chancellor put out a circular on school security specifically and in that circular the principal was directed to appoint a person to be in charge of security matters in the school.

This would include everything, not just guards for example.

Mr. PUCINSKI. Those would be the people that would give us the information. I think it is an excellent suggestion. I am just hesitant to burden the superintendent or the principal with yet another questionnaire, but you feel that there are people in the school who could compile the information that is needed for such a survey.

Dr. PATTERSON. Yes, surely, under the principal's supervision. As a matter of fact, in New York City schools now there is a program by which unusual incidents are reported to headquarters.

We are not confident though that all incidents are actually reported. I would like to suggest a second thing. University-level courses in the administration of school security for supervisors and administrators. Successful completion of such courses might be required for State certification as superintendent or principal.

Three, special security training for school guards in preparation for vocational opportunities as well-trained—and I include well-paid, of course—security paraprofessionals. The training might include courses in self-defense and first aid, school law, human relations, narcotics education, school organization and security practice

and techniques. The emphasis should be on dealing with adolescents in a positive manner.

May I put something in here on the side. This last summer the board of education, with a Federal grant of money for the recruitment, training, and evaluation of school guards ran a 2-week training course, 5 hours a day, 5 days a week for school guards—men and women, incidentally—who have been specially recruited and specially trained for this very role in the New York City school system.

We are proud of that school and we are sure that they are going to do a very fine job. This is only tapping the whole problem. It is a good beginning and it is with Federal money.

Also, special professional personnel to include guidance counselors and psychologists specially trained for disruptive students and teachers of small, isolated classes of children who are a danger to themselves and to others should be employed with such funds.

Fifth, there can be unique experimental schools planned for children who constitute a danger to other children or to themselves and to school personnel. This would not be a school for misbehaving children who are involved in childish disobedience, as Congressman Bingham has indicated.

The classroom teacher is equipped to handle the usual disciplinary problems, or should be. A school is needed in many urban school districts—I mean right in the school district, not as the 0600 schools are in another area away from where the child lives, but actually in his own school district, hopefully right in the center so that no matter where he lives it is in easy access.

This type of school should be for children for whom there are reasonable predictions by teachers, principals and parents that they have some clear tendencies to commit different kinds of crimes of violence.

They should be assigned to these schools for the length of time necessary. The faculty selected for this school should be highly trained, but even more important, highly motivated to be missionaries, people of good will who wish to help these children who do need help and indeed are crying out for help by using these actions.

Class size should be limited, in my opinion, to about five pupils. This, of course, makes the cost terribly expensive but later on it may be indicated that there is another course that may be more expensive.

There should be grants for equipment to include burglar alarms with telephone tie-ins to central places, unbreakable glass windows —we have those in New York City now, but generally we can only put them on the first or second floor. That is a polycarbonate type of material—and specially constructed strong rooms for the deposit of valuable equipment such as electric typewriters, duplicating machines, and movie projectors.

It is not an uncommon occurrence these days to find that a school, over the weekend, has lost thousands of dollars of valuable equipment, and done by very experienced professional thieves. We need a strong unit in every school that we can store these things in.

I have some statistics here from Commissioner Murphy that you might be interested in. One of them is the fact that it costs them

$9,000 a day for the police. It also mentions the number of crimes that have been committed during the year.

You might want to look at this at another time. I don't want to take your time now. I also have a breakdown here by our office of school buildings which runs all of our school plants of the estimated costs of vandalism. I will leave this with you.

The first page sums it up. Glass breakage alone in New York City costs in excess of $1 million, $1,299,000. Unlawful entries of various kinds have cost the city $1,371,000. Fires have cost $266,000. That adds up to about $3 million to $4 million.

So you see that we do have a problem in trying to cope with it. We can certainly use any help you can offer.

Mr. PUCINSKI. I think it is an excellent statement you have prepared here, Dr. Patterson. I think it shows a recognition of the problem. I am impressed with your suggestions and proposals, most of which could be funded out of this bill, if indeed it would be adopted by Congress.

I want to congratulate you for the statement. I think it certainly does show the problem does exist and why we ought to be moving and trying to get at the root causes of these problems. We do have to have some interim help as you have suggested.

Mr. Peyser.

Mr. PEYSER. Thank you, Mr. Chairman. I do have a couple of questions, Dr. Patterson. You mentioned that a million dollars is being set aside by the board of education of New York for security problems. How many schools are there in the New York public school system?

Dr. PATTERSON. There are a total of 900 schools and that doesn't include annexes.

Mr. PEYSER. So, in effect, you are probably allocating an average of somewhere around $5,000 or $6,000 a school for security purposes. As it would finally work out, it is not a very large amount of money in dealing with security, yet the cost to the taxpayer in New York City is at least $6 million a year.

That is also probably a minimal figure based on the figures of Commissioner Murphy that you have set forth here.

Dr. PATTERSON. It is minimal because the cost of vandalism alone do not include items such as things that are difficult to account for such as defacing desks, whereas breaking furniture or fixtures and other things which have to be repaired or replaced. It is not included in this.

Mr. PEYSER. I would like to suggest that I think the board of education has not given as serious consideration to this problem in their own outlays to face the problem as they should have, but I won't dwell on that point at this time.

I would like to ask you a question of the reaction of the student body in high school of having parents involved in any sort of patrolling or participation program? I do have some experience in this area but I am interested in hearing your reaction to what you think the picture would be if we had parents doing this job.

Dr. PATTERSON. I am referring now to secondary schools.

Mr. PEYSER. High schools.

Dr. PATTERSON. Yes. I think the reaction would be mixed. They would not be charmed by any means, to have their own parents in the school. They would be embarrassed. However, the fact that local residents also are parents and are assigned to the school on a full-time basis—9 to 3, or whatever the hours are—is, I think, a reassuring effect for those students.

I think they have a feeling of trust for those people even though they may not know them personally. Of course, the people would have to be specially recruited; they have to be well-qualified in every sense and specially trained.

Just because a person lives in the neighborhood doesn't give them any automatic qualification to be of value in the school itself. But considering those conditions, yes, I think, in general, they would accept them. There would be some concern but they would accept them.

Mr. PEYSER. You are dealing primarily with women in this situation because of the hours involved, unless you are picturing this as a full-time job. You are dealing primarily with women who are not working.

Dr. PATTERSON. Yes, unless you can give a good salary. If you can give a good salary through this funding or by any means, you can obtain any number of men. The bulk of my men in the senior high schools—we now have 200 people—I should say the bulk of people are men although we do have 40 women.

If I could assure them of a decent salary, let us say for example, $3.50 an hour or $4 minimum, I am sure I could keep them. I think also I could get veterans.

Mr. PEYSER. Let me suggest this. You are dealing now with men who are willing to work at those figures. You need people who are trained and have some educational background as well to do these jobs. I think we agree on that.

Dr. PATTERSON. Surely.

Mr. PEYSER. I am suggesting you are going to be very hard put to find parents with the proper backgrounds in these areas to handle the situation at those kinds of figures. I have a real question in my own mind based on a number of situations, not even in the city where many more problems exist, where parents have been involved in high school programs that have been disasterous. At the elementary level it is one picture, but at the high school level it is another problem.

I am disturbed over a statement by the high school principals, if I read this correctly, where the high school principals—and I assume you are speaking of New York City principals——

Dr. PATTERSON. Yes.

Mr. PEYSER (continuing). Tend to feel that the problems in the school are because of poor buildings, overcrowding, and racial conflict. Students, on the other hand, feel that one of the real problems are the educational programs.

I think the answer is in the middle here but I am disturbed that high school principals think that the only way they need to solve the problem is a new building. If that is the connotation which you

get from here, I think there is even a more serious problem in the schools.

Dr. PATTERSON. I don't think it is the connotation you should get. I think the principals see immediately, when they are asked, what is staring them in the face every day, and that is to say, an antiquated building which is jammed to the rafters with students elbow to elbow and which requires two or three sessions so that the schoolday may actually start at 7:30 a.m. in the morning and go until 5 p.m.

Now a man who has to live with that every day can't help but say this is where it hurts. Of course, given more time, he, as a professional, should certainly see the need for curriculum change and innovation, different techniques of teaching and the need for bringing in different kinds of teachers, and certainly as one of the major considerations, listening to the students and implementing the things which they suggest, not everything, but many things.

Mr. PEYSER. Then I would think we could say the high school principals would think that Mr. Bingham's bill is certainly hitting at a definite facet of their problem and they would be enthusiastic in its support.

Dr. PATTERSON. I think so.

Mr. PEYSER. As our chairman indicated, our committee has in front of it and already in existence, a number of pieces of legislation that are directly aimed at bringing about major changes in the educational system.

So, in effect, I would say we could count as a vote of support, Jack, for your bill, the high school principals of the city of New York. Is this correct?

Dr. PATTERSON. I would think so. May I say this? I think that what the chancellor says is that we can never forget for one minute the application of the immediate goals too. What are we really after? In effect, what we are really after is to change the world.

That may seem like pie in the sky but if we don't try to apply, in all of our daily dealings with the immediate situation, we are never going to get there.

Mr. PEYSER. Thank you.

Mr. PUCINSKI. Mr. Biaggi.

Mr. BIAGGI. Mr. Patterson, on March 26 of this year, Dr. Scribner made a statement that was precipitated by some assaults on teachers. He said, at that time, that he was going to increase the number of security guards. Do you know whether or not he has and to what extent?

Dr. PATTERSON. Yes; he added 50 security guards to the group so that we ended the year with approximately 430 school guards in junior highs and senior high schools.

Mr. BIAGGI. He made that statement and then he went on to say:

> We have been working to make the schools of this city for students and staff. Schools have been increasing the number of security guards and will employ more as soon as they can be recruited and trained.
>
> More important, the role of security guards as agents of human relations as well as agents of public safety is now being emphasized in their training.

I agree. From the statement today on the bottom of page 2, one would have to get the impression that security guards are of minimal importance. I am a little confused.

Dr. PATTERSON. I don't think the Chancellor meant they are of minimal importance. I think he is terribly concerned that when there is a dangerous situation we will overreact. He does not mean we should not react.

In other words, that we should not have school guards and all kinds of help immediately and well funded. I think he wants to remind us that we can never forget our long-range goal. As he cites, he does have school guards.

Incidentally, they were well trained in this aspect during the summer. That is the major aspect and I think that he will continue to do so. He, incidentally, has reactivated the school stability resource team which prepared this large and very excellent report so that he can see, in the schools this year, how his directives regarding security and stability are being carried out.

They are in operation right now and I am in daily contact with them. In fact, some of them came to the meeting.

Mr. BIAGGI. Do you have an overall security policy in the board of education?

Dr. PATTERSON. Yes; this year, prior to the opening of school, a general security plan was presented to the principals and they were asked, in turn, using that as their basis, to submit specific security plans for their schools to headquarters.

In other words, taking the general plan, they adopted it to their particular problem or needs and sent back a copy of what they actually planned to do in their particular school and so we have those on file.

Mr. BIAGGI. How does decentralization work, as well, into this overall policy?

Dr. PATTERSON. This year, as opposed to last year, the portion of the budget moneys for school guards for junior high schools—and incidentally, that includes intermediate schools down to the grade of 5—were sent directly to the community school districts.

Mr. BIAGGI. Excuse me for interrupting. Implicit in that last remark, and that was the question I was going to ask you about, is that you don't have guards in elementary schools.

Dr. PATTERSON. That is right, we don't. We never did.

Mr. BIAGGI. Intermediate, junior high, and high.

Dr. PATTERSON. Right.

Mr. BIAGGI. Don't you have instances where these children are being assaulted and robbed?

Dr. PATTERSON. Yes, we do.

Mr. BIAGGI. And they are without guards.

Dr. PATTERSON. Unless a community superintendent exercises his option of taking one of the guards assigned to one of his junior high schools—or more than one—and sending them to local schools.

In addition to this, Congressman, last year and this year, we have reserved a group of senior, very experienced men who we call the mobile force, who I control personally, who go to schools, any schools, such as the school you mentioned in the Bronx, which I know very well, when there is a serious problem either predicted or already occurred.

They can be summoned to any elementary school at any time, or any other level school. As I said, getting back to the original ques-

tion, that money has been apportioned to the community school districts who still control the larger part of the money.

Because the senior high schools are still centrally controlled—we control it directly—and we now staff directly the senior high schools with school guards. The local community superintendent will do the same with the moneys he has been given for his junior highs. I am not sure that I gave you a complete answer.

Mr. BIAGGI. I still don't know why the elementary school doesn't have a guard. It seems to me these children are most easily victimized and the effect would be most traumatic on the child and the parent.

You know what happens when those children get involved in violence and thefts. Parents become incensed, to say the least. I don't understand that partial policy. That is the point I am making. I just don't understand it.

Dr. PATTERSON. What it gets down to is we are learning as we go, too. We did not, or at least we didn't realize, not so many years ago, that we had such crime in the schools. We have awakened to that fact. The public is making us aware of it. We had better do something. We have a long way to go. It would have been unheard of 5 years ago to have money in the school budget in the city school districts of New York for guards; that is, in the school itself.

Mr. BIAGGI. At this last conference I had with Dr. Scribner, we addressed ourselves to mini schools. He liked the notion. Has anything been done in connection with that?

Dr. PATTERSON. Mini schools in the sense as far as security?

Mr. BIAGGI. As far as disruptive schools.

Dr. PATTERSON. I am not aware that anything has been done in this context as far as mini schools is concerned. Last week, I think the chancellor was inspecting the subschools at Harran High School, a different kind of thing. It is the curriculum.

There will be other mini schools for other students in other high schools, not dissimilar to Harlem Prep. He has those plans in the works and some schools are actually operating. They will be great for students who cannot reconcile themselves to the normal classroom routine or are not able to.

Some progress is being made there. Of course, we have a long piece to go.

Mr. BIAGGI. In that statement of March 26, he addressed himself to the peer group control program with some 16 schools participating and some promise of expansion. Has there been expansion?

Dr. PATTERSON. Not to my knowledge. Of course, the school year is very young but I will say this. The peer group leadership was just getting started. Incidentally, I personally visited one of those groups in Eastern District High School and was much impressed with the caliber of students who were there involved in the group.

They had quite a long session and it was marvelous. I am sure they will have a tremendous impact. He has instituted a program which will be working with this group. I don't think that we can expect that here, in September, that those original 16 units will have increased.

We don't have enough feedback on it. There may be a disaster. Maybe they will be used for other purposes, not the suppression or

elimination of narcotics. Anything could happen and I don't doubt that in some cases they will not be effective.

We need a little more time than from March to September to say honestly this is good and we are going to back it with money and effort, so I ask, therefore, for a little more time in that sense, for this new program.

Mr. BIAGGI. Has the system taken recognition or recognized officially the work of the parents group who have done parent patrol in the schools in Brooklyn?

Dr. PATTERSON. Officially no, not to my knowledge.

Mr. BIAGGI. From my observation and discussions with the people there, it is a most effective program and consistent with what Mr. Bingham has recommended and it is one that really should be explored and developed as much as possible.

Mr. PUCINSKI. Thank you, Mr. Biaggi. Mr. Bingham.

Mr. BINGHAM. Thank you, Mr. Chairman. I enjoyed your statement, Mr. Patterson. I am sorry that Dr. Scribner wasn't able to be here also because I really feel that most of what Dr. Scribner has said in his statement might have been unnecessary if he heard my presentation and heard some of the discussion of this bill.

We are not proposing here to detract in any way from a basic program. In fact, it is essential that we go ahead with the basic program. It may involve much larger sums of money. Let's understand that. We are talking here about relatively small sums of money.

But the feeling that I have and I think is shared by some of the members of the subcommittee is there is a need to pinpoint some of these programs so that when you do use funds for school security purposes you don't feel you are taking away from educational programs.

As I reread Dr. Scribner's statement I think I agree with most of what is in it. I think it was unnecessary for him to state that, because this subcommittee and most of the Members of Congress are committed to more basic educational programs that will get at the causes of crime.

What we are talking about here is a short-range program to deal with the immediate problem. There is another matter I would like to comment on. I am a little troubled by Dr. Scribner's failure to distinguish between stability as a problem and crime as a problem.

Our bill here is aimed at what are actually violations of law. School stability is certainly a much broader subject. Instability is a much broader thing and we are not really trying to get at the problem of instability through these programs. Would you agree that that is a distinction that is very important to be made?

Dr. PATTERSON. I do agree and I am sure, after this discussion, the chancellor would certainly heartily agree with that.

Mr. BINGHAM. I notice the chancellor says, "I would strongly recommend the support of programs which involve students and parents in the design and operation of programs for safe schools."

Now this is basic to our bill. Wouldn't it be helpful in doing that to have some funds available for that purpose?

Dr. PATTERSON. It certainly would. May I say, Congressman, we could use the $10 million in New York City alone.

75-570—72——3

Mr. BINGHAM. I am sure you could. Congressman Biaggi said earlier he thought the problem is worse than the statistics indicate because the principals are reluctant to report on crime in the schools. Could you comment on that?

Dr. PATTERSON. I think his point is well taken. I don't think the statistics are reliable regarding crime in the schools for a variety of reasons. I am sure one factor is, the principal who has an incident is afraid that it is going to be in the newspapers and he is going to be criticized and so on and so forth.

Of course, he is perfectly right. This can happen and does happen, but I think it is more than that. I think, also, the principals have not been properly trained in evaluating the situation and in the techniques of reporting and what must be reported.

I am not sure that they are clear on what their role is on what violations of law are under the Criminal Code of the State of New York, for example. I wasn't, until I became involved in this board and had to learn something about the criminal code. I think that is part of it.

Mr. PUCINSKI. I believe that is one of the things that could be done with the bill; put into every school an individual who is specifically trained in the problem of security and who then could, as you have suggested in your own recommendations, give us a report on the extent of the problem in a professional manner, without any fear that somehow or other it is going to reflect back on him or his program.

I am pleased and appreciate your candor in admitting that these reports being submitted by principals may not necessarily be as complete as they ought to be.

Mr. BINGHAM. I wonder if you could explain a little bit this statement in Dr. Scribner's report that the students do perceive the educational programs of a school as a major determinant of school stability? This has to do with the matter that Congressman Peyser was referring to, the high school principals' findings being in contrast with the views of the students who perceive the educational programs as a major determinant.

Mr. PUCINSKI. If the gentleman will yield, I think that point is elaborated in the stability and disruption report in the New York City schools on page 38, section 3, which reads:

> Reasons for school unrest were given as security problems, narcotics, building utilization, poor facilities, and racial conflict. Neither academic nor vocational principals indicated that curriculum played a major part in problems of disruption. This is in direct opposition with student views as garnered during the visits to selected high schools during the course of the investigation.

So apparently the students have one version of what causes disruptions and the principals have a different version.

Dr. PATTERSON. I don't think they disagree. I think simply that students also are noting this main concern because this relates to their needs today. Many students in our high schools—and I have gone to a lot and talked to a lot privately, not in front of a panel or any situation where they might pull back—feel that the curriculum of the school is not relevant for what they want.

Now this is the interesting thing. This is not necessarily the view of their own parents. Most parents today seem to want a college-oriented program for their children. Many students do too but not all by any means.

Some feel that some of the courses are not going to be of any use to them later on. They would rather have things of more practical value or they would like different types of organization of the same basic curriculum.

For example, we have experimented in our school system with mini courses which don't last a whole term. It may last a few weeks, which many students think would be of more value to them and they would probably like a wide variety of courses.

Some students feel they would rather have more occupational or vocational training than is offered in many schools. Their parents, if you went to their homes, would not necessarily agree with them at all.

They don't see that for their child so there is a kind of conflict here. The schools in New York City today, and I am sure throughout the country, are trying to reflect the will of the people.

The people, up until this generation, generally meant the parents. We are learning day in and day out that they are learning as quickly as the rest of the country, or more quickly, that the people also include the students and we are adapting our curricula.

Our problem, again, is speed. Maybe we have to go faster and I think the chancellor is very concerned that we do this. I think that if we can adapt our curriculum to the real needs of the students, which means that neither the parents nor students will be completely satisfied, I think that a great deal of the disturbance in the schools will abate.

I mean that, without guards.

Mr. BINGHAM. Do you think that this is related to the problem of actual crime?

Dr. PATTERSON. No, not directly. Indirectly, of course, because many of our students are not going to school throughout the country because they are dissatisfied with what they are taught and also the way they are taught.

Now these students do get into trouble. They do go into other schools as intruders. They are outsiders in that sense even though technically they are students in the school system somewhere.

This occurred in the Bronx, for example. That boy who you are referring to was actually a student at one of our high schools although I don't think he had seen the inside of it for 2 or 3 months.

No doubt there are reasons why he was roaming the streets. So, in a sense, yes.

Mr. BIAGGI. By the way, when I said "pray" before, mentioning what your 90-pound daughter could do when accosted, I got that from experience. I told the same thing to my daughter in the school system in Mount Vernon.

We had a problem at DeWitt Clinton—that is in Mr. Bingham's district—that many students of my constituents asked me to visit. I did. They have a great student government headed by Mr. Faulkner, who will testify this afternoon.

Mr. Bingham and I visited. They do a good job. There is a great deal of stability. I am sure we agreed there was disruption described by the board of education. Overcrowding wasn't the problem really. We tried with all our might and main with no results.

Then you come back to the student council who are grateful for our presence. At least Government responded in some sense but with no real effect. What it does is it undermines the respect they have for the whole Government operation.

I don't know what we want to ask you but the set of facts poses its own problem and its own question; what can be done in the light of those circumstances?

Dr. PATTERSON. In the Bronx, as far as overcrowding is concerned, I know personally from experience and from the superintendent in the Bronx, it is very overcrowded. There is not an inch of room to spare in district 10, where they are located, or in any other district for that matter.

What answer there is to overcrowding, I don't know and I don't think anybody could honestly say for the immediate future unless you went on to some kind of wartime type of emergency system and I don't advocate it, by staggering the hours of the school so drastically that children are coming in even worse hours than they are now.

I do not advocate that. There are not sufficient buildings to house our students. By that I mean not only the main buildings and I don't mean only high schools either. We don't have sufficient annexes available.

The board of education is renting every available temple that is not in use, store, meeting hall, anything that is at all around that is likely for the use as annexes of school buildings. We still don't have enough.

I can't see any answer in the foreseeable future. There is going to be a new high school of course, the Central Bronx High School, but that will take several years.

Mr. BIAGGI. You provided an answer but what I think should have occured in that instance is there should have been some visible reaction, at least from people from your office, to the principal and the student body.

I want you to know there are perfect examples of student government bodies working. They are concerned and they keep it cool and they level off the whole situation. They have done a great job but after a while they go back to their constituency and say the system doesn't work. Thank you, Dr. Patterson.

Mr. PUCINSKI. I have two quick questions. You have had a 5 percent reduction in glass breakage from 1969 to 1970, roughly a 6 percent reduction in unlawful entries and roughly a 20 percent reduction in fires during that same period. To what do you attribute that?

Dr. PATTERSON. As far as the glass breakage is concerned, I attribute it to one thing; the introduction of this new type of glass. It is called nonbreakable.

Mr. PUCINSKI. Why do you use it only on the first and second floors?

Dr. PATTERSON. It costs a lot of money.

Mr. PUCINSKI. But you are spending $1,299,000 in 1970 for glass breakage. Is the difference in cost that big? They are estimated at $5 a pane, which seems like a very reasonable figure. I was wondering why don't you, if this is such a big item in your budget, use it on all floors?

Dr. PATTERSON. First of all, panes of glass are only put in when they are being replaced. We wouldn't take out all the glass in a school that is already built and put in this new type of glass because that would obviously be prohibitive.

Mr. PUCINSKI. What about unlawful entries? You have a 6 percent reduction there.

Dr. PATTERSON. I don't know the answer to that and I don't know the answer so far as fires are concerned. We would have to get an answer from our man from the office of school buildings.

Mr. PUCINSKI. Is it possible it is a direct result of the additional guards you put into the system?

Dr. PATTERSON. It is quite possible. I would dearly love to be able to take the credit for it but I can't honestly say.

Mr. PUCINSKI. In the report on Disruption in Public Schools it is stated that:

> Seventeen of twenty schools included in the tabulation indicated problems with narcotics. Many principals feel that this is a major cause of disruption. Observations by the teams support this assumption. Evidence of narcotics use is to be found in almost all high schools and this apparently is an important factor in school stability.

What is being done with the problem of narcotics in the schools?

Dr. PATTERSON. First of all, the word school stability, as Congressman Bingham said, I would like to use it not only for school stability, which means the basic quietude of the school, or lack of it, but also for school crime.

In other words, not merely infractions of law and things of violence. What is being done, first of all, is 16 programs that were mentioned by Congressman Biaggi have been put into our different high school, and I assume, is in operation.

Secondly, the school guards have been put in and that is a new phenomenon. We have only had them for about 2½ years. More than that, they have been specially trained in narcotics education by licensed, trained narcotics experts in how to cope with the situation in the school.

When they find drug pushers or they come upon a drug user, how do they cope with it? It is obvious that in some cases you make arrests right away. In other situations you may need more sophistication than that and perhaps you can be of more help.

What we are trying to do is make the guards adaptable to the situation. I don't know what else is being done in the school system. I am sure that there are patrols in every school. I assume it has helped the teachers significantly.

Mr. PUCINSKI. This problem of narcotics is not unique by any stretch of the imagination here in the New York schools. It is a problem sweeping the whole country.

I came back from Japan recently and I talked to the police

authorities over there on how they dealt with their problem. They did two things. They commit every dope addict to an institution for treatment. Perhaps a more stringent rule is, they do not admit a dope peddler to bail.

In Japan, the police in Tokyo gave me some statistics which indicate that since 1963, when this no-bail policy went into effect for dope peddlers, what happens is they are arrested, they are held without bail, they are arraigned, they are indicted and brought to early trial, almost immediate trial and if they are guilty they are sent away. If they are innocent, they are free.

But the idea of not commiting him to go to bail does two things. First of all, it denies him an opportunity to go out and quadruple his business to raise money for legal defense and for bond.

But more important, it destroys his drops, the people who are buying from him have to turn to someone else so when he finally does come back he discovers he hasn't got a route anymore. I was wondering if you had any views on these sort of extreme measures.

Dr. PATTERSON. First of all, in our schools, many if not most of the pushers are student age. They are not adults and they don't look especially villainous or anything. I don't know that we could advocate, in the school system, any such policy of arrest without bail, certainly for these.

Mr. PUCINSKI. You do it for murderers, don't you?

Dr. PATTERSON. I think we would be very wary of doing it in this situation.

Mr. PUCINSKI. I think a man who sells dope in this country commits a crime much more heinous than killing a person because he commits that dope addict to a life of slow death. I feel very strongly on that subject obviously. But you say you wouldn't go that far.

Dr. PATTERSON. No, I don't think so.

Mr. PUCINSKI. Are there any other questions?

(No response.)

Mr. PUCINSKI. Thank you very much. I do appreciate the figures you gave us. I also appreciate your own recommendations and it does seem the Bingham bill would make funds available for many of the recommendations you have made here.

Dr. PATTERSON. Thank you very much.

Mr. PUCINSKI. Would you please thank the Chancellor for sending us his statement.

Our final witness for this morning is Mr. Duff Ginter, Director of Technology Applications Office, Office of Advanced Research and Technology at the National Aeronautics and Space Administration.

I want to make this observation that very often citizens who watch the space program think that all of these millions of dollars that we spend on NASA only goes to put people on the moon, but apparently citizens are not aware of the tremendous number of spin-offs that are generated by NASA in various programs.

I must say I was somewhat pleasantly surprised to know that NASA was using some of its technology to deal with this problem of school security.

STATEMENT OF R. D. GINTER, DIRECTOR, TECHNOLOGY APPLICATIONS OFFICE, OFFICE OF ADVANCED RESEARCH AND TECHNOLOGY, NATIONAL AERONAUTICS AND SPACE ADMINISTRATION

Mr. GINTER. Thank you very much. The technology applications program is one which uses the NASA managerial and technical capabilities in the development of solutions to public sector problems.

The capability is used to systematically analyze a problem, develop conceptual solutions, evaluate the impact of these concepts and to finally build and field test a concept.

Today I would like to discuss our work with the John F. Kennedy High School in Sacramento, California. The increasing frequency and severity of disorders in high schools has been documented.

It is the basis for Congressmen Bingham's bill and, of course, the reason for these hearings. The seriousness of the situation and the losses being experienced in terms of education and damaged property were brought to our attention when a new principal, Mr. Frank Schimandle, was hired at John F. Kennedy.

Mr. Schimandle's brother was then manager of the Space Technology Applications Office of the Jet Propulsion Laboratory which NASA operates under contract with the California Institute of Technology.

It has been responsible for the majority of the NASA unmanned lunar and planetary missions, and is representative of the broad range of technical and managerial capabilities which exist at all NASA Centers.

The question from Frank Schimandle to his brother was: What can technology do to help me with the problems at John F. Kennedy? Our first effort was to understand these problems, identify the actions which had been taken to improve the situation by the school and the district, and then determine what technical help might be significant.

The school had hired special guards and monitors, they had installed two-way radio communication from the administrative office to the guards and had started an intensive campaign to develop closer relationships with the parents.

Two items appeared necessary to further improve the ability of the school to reduce or eliminate disorders. One was a means for each teacher to summon assistance at any time and the other was to significantly improve the attendance accounting system. We have the most experience with the alarm system and I will explain it first.

A variety of communication systems were investigated and evaluated, including closed-circuit television, telephones and other concepts. Most were not acceptable due to factors such as teacher acceptance, cost and reliability.

JPL defined a simple means of signaling for help which uses ultrasonic techniques similar to remote control for television receivers. The concept was discussed and evaluated with the school administration, teachers and district officials.

A mechanical transmitter, no system saturation by multiple calls,

high confidence that all calls would be received and a low false alarm rate were established as the technical performance requirements.

The display you see on the table is a replica of the system installed at JFK. Each room is directly connected to the panel by wire. Activation of the mechanical transmitter causes the audible alarm to ring and turns the correct light on to identify which location needs help.

The person monitoring the panel then uses the two-way radio to alert the guards and assistance is normally provided within 1 or 2 minutes.

Mr. PUCINSKI. Does the teacher have this device?

Mr. GINTER. Yes. Each teacher has one of those devices. You have to just flick the knob so that it rides free.

Mr. PUCINSKI. In other words, for example, the teacher is in room 310. There is some problem there. The teacher has this in his pocket, flicks it and it goes of.

Mr. BIAGGI. Does this relate directly to 310 because of the proximity of the teacher or some symbol in 310?

Mr. GINTER. The little unit generates a high frequency audio tone which is picked up by the room receiver.

Mr. BIAGGI. If this teacher walks into the hall and triggers this instrument, what happens?

Mr. GINTER. Unless there is one of these receivers relatively close, nothing happens there. In some of these halls, in critical areas—I believe it is the stairwells in particular in this building—the microphones are installed.

Mr. BIAGGI. This starts a mechanism going that causes another unit in the room or in the area to react and then it responds.

Mr. GINTER. Yes.

Mr. PUCINSKI. This device is not geared only to room 310. If the teacher was in room 208 and there are microphones, all she would do is flick this and the light would light up.

Mr. GINTER. Any transmitter will work with any receiver. The design of the system involves working with the administration to determine where the microphones should be placed based on the geometry of the building.

Mr. PUCINSKI. All this does is let whoever is monitoring the board know that some assistance is needed in 310, but you don't know what the nature of the assistance is. You don't know if it is a fire or an assault on the teacher or students in riot tearing the place up. All you do is let them know some help is needed.

Mr. GINTER. Yes. In fact, at John F. Kennedy there are three roving monitors. The person monitoring this panel calls for a monitor on the two-way radio and they are dispatched to the room. They are normally able to arrive in less than 2 minutes. Assistance arrives in the form of a monitor who has a radio, and then a communications system is established.

Mr. PEYSER. In practical work application, what do the teachers really do with this? In other words, do they walk around with this around their neck? It is the kind of an object that it seems to me a teacher might put on her desk. The problem starts when we run back to the desk to get this thing.

If some kids are smart they can pick up the thing and that is that.

Mr. GINTER. Our experience—and I will get to that in a moment—has been relatively successful with it, but unfortunately, being from Washington, I cannot answer your question as specifically as the people in the school who know the answer. We could get it for you.

Mr. PEYSER. I am just wondering about the practicalities of people carrying that around.

Mr. BIAGGI. It will never leave their side.

Mr. GINTER. That seems to be the experience. This system has been field tested by John F. Kennedy during the past school year. It was used for a variety of problems which ranged from illnesses and accidents to incipient disorders.

The technical requirements were met. Of the 114 actual requests for help during the year, there was only one failure of the system to respond and that was a human operator error.

A false alarm rate of less than one per week was experienced. Most importantly, the teachers and the school administration have accepted and used the system.

We are currently installing a second system in the Muir High School in Pasadena to determine if factors such as older building construction, a different ethnic mixture and a more critical disorder problem will corroborate the initial field test results at John F. Kennedy. This system will be tested during the next school year.

Since release of the initial test results in May 1971, a number of school systems and organizations have requested details of the alarm; the Department of Housing and Urban Development has requested us to investigate installation in a multiapartment home for the elderly and several commercial organizations have contacted us.

We are currently completing the design data package. Application has been made for a NASA patent and it is hoped that appropriate licensing arrangements can be made with commercial organizations in the near future to manufacture the system.

A more difficult problem and one which required the use of more sophisticated equipment was the effort to automate attendance accounting procedures. Providing current absentee information to the school is one means of alerting the administrator of potential disorders.

If a sizable number of specific students in the school are missing from class, there is a possibility they are clustered on the campus and that a problem is developing. Automation also relieves a considerable amount of the teacher and clerical time now spent on attendance and provides more accurate information.

In addition, the State will allow, in California, a school to use an attendance system based on student honor if a capability exists for monitoring its effectiveness. The automated attendance system appears to provide this capability.

The basic system shown by figure 3 is comprised of a standard minicomputer, a memory system and power supplies. Unique designs were required of JPL to integrate this hardware, develop the computer software and develop the classroom terminal, which is shown in figure 4.

The classroom terminal contains the buttons necessary to transmit

either absent or tardy reports by using assigned student codes. In addition, an emergency button is included in the event a school system did not have a separate teacher-alarm capability.

The teacher gains access to the computer by use of an individually assigned, four-digit code; the four-digit code assigned the student is entered, the absent or tardy button is pushed and the report is complete.

Lists of absent and tardy students are printed by the computer in the attendance office and contain the name, sex, grade, assigned counselor, absent or tardy status, and home telephone number. A sample first-period report is shown on figure 5.

Students absent during the preceeding period and who have returned to class are listed later in the period and that is shown by figure 6, and a final report is provided at the end of the period.

This example, figure 7, shows no new data which means there has been no change from the previous reports. Similar reports are provided for each succeeding period of the day. At the end of the school day, each student absent for any period is listed and the specific periods missed are identified.

An end-of-the-school-month report is prepared, as shown on figure 9, in terms designed to satisfy State support requirements. This represents the normal daily routine for the system.

During those periods of time when the computer is not required to fulfill the daily requirements, it can be used for special reports. One of these is to show the attendance history for a specific student.

As shown on figure 10, the same basic data are contained plus the home address, name of the parent or guardian, school district identification number, polio shot status, birth data and attendance record by period for the current and preceding month.

This particular example is for a regular all-day, properly excused absence and indicates which days of the school month the absences took place. A different example on figure 11 depicts a fictitious problem student.

The four asterisks identify: Student on probation, excessive absences, excessive tardiness, and problem student, respectively. It is interesting that this individual seldom misses an entire day. For some unknown reason he regularly attends the third period.

We initially installed the automated attendance system at John F. Kennedy last spring. However, problems involving teacher acceptance, the addition of another class period and computer reprograming will postpone field testing until the start of the second semester of the new school year.

I have described the technical solutions which NASA defined as being of potential help to the school disorder problem. One has been field tested and initial results are available. The other will complete test this next year.

We believe they demonstrate the usefulness of comprehensive problem definition, concept evaluation and testing to obtain actual results. School administrations can then realistically understand the benefits of the system and industry can estimate the market potential.

Although the NASA investment in manpower has been significant, none of this work would have been possible without the major

investment in time, energy, and constructive thinking made by the John F. Kennedy administration, teachers and the Sacramento school officials. They were the key to successful problem definitions and they tested the equipment.

In conclusion, Mr. Chairman, I would like to urge this committee to obtain the testimony or statements of the JFK people. My statement can only address the definition of the systems and the technical requirements they were designed to fulfill.

The final and correct judgment concerning the utility of these technical tools must be obtained from the people who daily live with the school disorder problem. Thank you.

Mr. PUCINSKI. Thank you very much. Do you have any statistics or any idea how serious the problem of disorder has been at JFK? Has this school had a history of disturbances?

Mr. GINTER. It started about 1968, if my dates are correct, shortly before Mr. Schimandle was hired. The school experienced a very serious riot and was closed for 2 days. There were a number of injuries. The principal had a nervous breakdown.

My information is not that accurate, but the Sacramento school district had experienced at least a riot a year. There are five high schools. If I am correct, three of them experienced riots this past school year.

Mr. PUCINSKI. Has the installation of this equipment proven a significant deterrent to that kind of freewheeling in this school?

Mr. GINTER. In Mr. Schimandle's opinion; yes, sir.

Mr. PUCINSKI. I would think the very presence of this equipment would serve as a deterrent. Young people realizing that that teacher can summon help almost instantaneously would have some effect in maintaining some degree of order in that school. Is that the experience?

Mr. GINTER. That seems to be the experience. Maybe an equally important point is the additional confidence it gives the teacher personally that help is available that help will come. The system has been used by about 50 percent of the teachers in about an equal mix of male and female.

Mr. PUCINSKI. I have a 14-year-old son who is very enterprising with electronics. I was just wondering as I look at his abilities, have they figured out how to neutralize this? Is there some way of neutralizing this in the event that a big rumble is scheduled for 2 o'clock in the afternoon?

Mr. GINTER. With most devices, Mr. Chairman, you get into the world of countermeasures. It is not a totally fail-safe system. It can't be for the cost. So far, it has not had that experience. That, by the way, is one of the reasons for installing a second system, the Muir installation. The individual room receiver will be obvious. That is the reasoning in my statement for the emphasis on the importance of field tests before we are content that we have solved anything.

Mr. PUCINSKI. This is basically a radio transmitting system, isn't it?

Mr. GINTER. No, sir; it is audio.

Mr. PUCINSKI. It doesn't have wires. You can't clip any wires to this room.

Mr. GINTER. Yes, if you find where the wires are. Each receiver is

individually wired to the panel. That, as a matter of fact, appears to be safer than trying to do it with radio which is subject to a large number of other disturbances and interferences.

Mr. PEYSER. I would like to compliment NASA for being in this area as well and making this type of thing. Most of the questions I have on this really should be directed to the JFK people who are dealing with this rather than to you, but I would like to ask you one question and that is the pricing of this situation.

Has any pricing been arrived at as to the installation in a typical high school like JFK? What is the cost of this?

Mr. GINTER. Our data on that as might be expected, are very meager. Because it is wired, the total is dependent upon the configuration of the building.

Mr. PEYSER. Do you have any ball park figure?

Mr. GINTER. The equipment we are putting in Muir—I think it is about 175 units—we are able to get on a single-order basis for a bit less than $25,000.

I would think a good commercial organization with some production volume could significantly reduce that number. But we are talking in the vicinity of maybe $10,000 and up to $25,000 for the system.

Mr. PEYSER. Thank you very much.

Mr. PUCINSKI. One can't help but reflect that it is a disturbing reflection on our times when we have to turn to NASA to develop an electronic counterinsurgency system in public high schools.

These things are all necessary but we certainly ought to start addressing ourselves to the causes of these problems with all due respect to NASA and everything else. We have to start thinking of this sort of an approach to protect young people and teachers in the schools.

I can only go back to what I said at the opening of these hearings. Maybe the time has come when we have to ask ourselves if we are becoming a violence-prone nation, a violence-prone people.

It does frighten me to think we have to turn to these measures in a high school to protect people. But I join Mr. Peyser in congratulating you in using some of your technology for civilian needs.

This probably is an effective deterrent. I am going to try to get some figures from JFK to see what this has done in terms of deterring and if it is serving as a deterrent, then perhaps we are moving in a kind of worthwhile direction.

We are giving children a chance to spend more time in their studies, and teachers more time on their teaching, so I am very grateful to you for bringing this to our attention. I can see where a lot of schools will be looking at this. The price is not too bad.

Mr. GINTER. I certainly can't say that it is cheap.

Mr. PUCINSKI. It is not cheap, but when you consider what it costs to install a simple burglar alarm or fire alarm system in an average home and you take a school of 175 rooms, I must say that cost is a reasonable price.

Mr. GINTER. It is interesting, Mr. Chairman, this system has been used a large number of times, and one request for help Mr. Schimandler likes to quote best is the shop teacher who thinks very highly of the system because he was able to signal for help when one of his student's gloves caught on fire in the welding class.

Instead of trying to find the telephone or talk to another excited student, he could signal for help and run to the problem. It is used regularly for incidents or just a legitimate call for assistance that is not in the context of a disorder.

Mr. PUCINSKI. I think it is a very valid point that this system, of course, would have many uses in a school that has no difficulties with disturbances and disruptions. I think it would make the principal in a school more secure knowing that if something does happen in his building he can summon help for his youngsters immediately. That itself would make it a worthwhile investment.

Thank you very much. We are going to recess now for lunch and will be back here this afternoon at 2 o'clock, when our witness will be Mr. Albert Shanker, president of the American Federation of Teachers.

(Whereupon, at 12:30 p.m., the hearing recessed, to resume at 2 p.m., the same day.)

AFTERNOON SESSION

Mr. PUCINSKI. We will resume our hearings here in New York on H.R. 3101 and H.R. 10641, introduced by our colleague from New York, Mr. Bingham, and cosponsored by a number of members of the House Education and Labor Committee as well as members of other committees.

I am very pleased to have with us here two distinguished members of our subcommittee from New York, Mr. Biaggi and Mr. Peyser. We are also very pleased that the sponsor of this legislation, Mr. Bingham, has been able to be with us throughout the day to add to the discussion on this very important legislation to provide Federal funds to help schools deal with the growing problem of violence in the Nation's school system.

Our first witness this afternoon is a very distinguished educator, a member of the educating profession and a militant spokesman for the educational profession, Mr. Albert Shanker, president of the American Federation of Teachers and we are most pleased that Mr. Shanker, who has an extremely busy schedule, was good enough to join us, to give us his views on this very important legislation.

Mr. Shanker, I would like to welcome you before the committee. We had a very interesting session this morning but I am particularly anxious to hear your views on this matter because I know of your long fight to do something about this problem and help your city schools.

Much of the work you have done here in New York has become a prototype for teachers across the country, so we are very privileged to have you here this afternoon.

STATEMENT OF ALBERT SHANKER, PRESIDENT, NEW YORK CITY AMERICAN FEDERATION OF TEACHERS

Mr. SHANKER. I want to thank you for this opportunity and invitation.

Certainly no problem our schools face is greater than violence and crime—especially during the last 7 or 8 years. If we were to meet

with our teachers and ask—what is the one thing you want your organization to do for you more than anything else—I don't think the first thing would be higher salaries, and I don't think the first thing would even be smaller class size.

But, our teachers' first concern is the problem of general violence and disorder within the schools. I think this statement can be easily checked. Thousands of teachers have left urban school districts to teach in other areas, sometimes at a lesser salary and with fewer pension and job rights, because of the extreme difficulties that they faced in their districts.

I want to start by saying that the United Federation of Teachers supports the items in the Safe School Act—that is, a greater specialization and expansion of security forces, parent patrols and machinery such as alarm systems, as well as improved student identification and school-community liaison.

We will submit to you a memorandum dealing with some of the more technical points. For instance, nowhere in the proposed legislation is there any stipulation that money be required to go to school districts.

One of the points I want to make here is that a good number of the programs in the schools where disorders and disruptions have occurred have actually been funded by the Federal Government and by foundations which are tax exempt.

It would be ironic if the Safe Schools Act ended up providing no moneys to public school or police authorities within a given area, and if availability of such funds became the basis of conflict between various local groups over who was to get the money designated for the police force in a given community.

In that case, the Safe Schools Act would merely be fanning the flames. It would be viewed as a kind of job program through which power groups would compete for the money instead of providing security forces for the schools.

We will bring the specifics of a number of these things to your attention in the memorandum which we will submit to you shortly. I think that everything you are providing for is necessary and good and we don't want to delete anything. But I do think that the whole question of increasing school disruption and violence is one that goes beyond the particular points that have been made in the legislation. I want to share with you some of the experiences which we have had.

I would say that one of the greatest bases for disruption in our public schools today is the fact that public officials, public employment jobs are moving out of the sphere of civil service and are rapidly becoming a price to be paid to local groups who threaten that the schools will be burned down and destroyed or disrupted unless their particular candidate gets a particular job. In other words, we are engaged in a kind of situation that is something like the old protection racket where someone comes along and says, "Unless I get the following payment, your business is going to have trouble or your window is going to be broken."

As an example of how students are being involved in this, I want to point specifically to a school like George Washington High School.

George Washington High School has great problems. There is no question about it. There are many things wrong with the student programs.

The school was not very well run for a period of time. But the conflicts that took place in that school over a year involved a tremendous amount of violence and destruction of property, a good deal of arson and the use of tools to break down walls, doors, pianos, and everything else.

There are a number of things that can be learned from that situation. What kept that thing going was that students were involved in a fight to determine who would be the new principal. The whole question was represented by that job. There were local groups fighting to make sure that whoever the principal was, he would not be a person who was on a civil service list. These groups were going to prove that the civil service system could be smashed and that somebody could be picked from outside it.

The troops that were provided, the busloads of parents—not parents of children in that school, but parents who came in to break up meetings—were brought in with Federal funds. They were part of the United Bronx Parents, which has received $3½ million and which is about to get more money next year. These people were on the payroll, and that is the only reason they came. They were not coming to the school where their children were. They were coming because their Federal-money jobs in antipoverty programs were threatened if they didn't follow the leadership of the warlord who was leading them down there.

It is kind of futile for the Federal Government to be paying for security guards and for an additional adult presence—the same Government that is about to enact this legislation, hopefully, while simultaneously paying people to go into a school to beat up the parents or to smash a civil service system which is mandated by the laws, and to give money to adults to train students in the techniques of violence.

This, it seems to me, is irrational. It is not enough to provide security. It is also necessary to review existing federally funded programs to make sure that those federally funded programs are indeed used for their intended purpose, whether it be breakfast programs, antipoverty programs or something else, and that they are not being used to provide money to stimulate violence and destruction within schools.

I want to make a second point here that has to do with a trend in both legislation and our Federal courts. One of the great problem schools in New York City in the last 3 years has been Franklin K. Lane, in Brooklyn. One of the great problems in the schools has been overcrowding, which exists in many of our schools.

I notice that one of the most important points is student identification. One of the problems in a school that operates in many sessions is that people start coming at 7:30. They are leaving and coming in almost every hour of the day, so it is impossible to tell who is a student and who is a teacher, who is an outsider just walking in to do some mischief.

Franklin K. Lane is a school where some outsiders did come in, if

you will recall. They poured some inflammable material on a teacher and the teacher was actually burned. Fortunately, the teacher did not sustain major injuries.

At one point in that school the Board of Education of the City of New York found out that the reason the school had to operate from a very early hour in the morning to a very late hour in the evening, with this revolving door of people coming in and out, is that they kept on the books of that school hundreds of students who had never come to school over a 4-month period. Because the student never officially said "I am dropping out," or the parent didn't come to say this student is leaving, the seats had to be kept within the school and each student had to be assigned to a course.

So what you had was a school that, to a large extent, was empty. You had classes, not with 30, 31, or 32 students, but with 20 students, because one-third of the students just never came.

When the board of education decided to try to consolidate Franklin K. Lane into a single-session school by removing the names of those students who had not shown up, the Federal courts came in and said the students whose names were removed did not receive due process and the school had to be reorganized in order to provide seats for those who never came. Once again, the overlapping sessions and ins and outs recreated the original problems.

My first point is that Federal or tax-exempt funds are being used to support groups and organizations that are involved in school violence.

The second point is that legislation and court decisions tend to make everything that happens to a student in a school an adversary proceeding.

It used to be possible, when a student did something that was horribly wrong, to suspend the student for a period of time. It used to be possible to remove a student who never came because you needed that seat for somebody else. These things are no longer possible. And so, we face the situation that we faced last year, when we had a great wave of violence during which a number of teachers were raped in school.

I should underline here the fact that whatever reports there are about the increasing violence in schools, you don't have the half of it. You don't have a quarter of it because, in most cases, the district superintendent says, "If you report it you are just going to encourage others to do the same. Don't report it."

And the principal gets the word that if he allows a report to come out, his reputation is on the line. He is the captain of the ship on which a crime or something else occurred, and he is going to be blamed.

And so, when something happens to a teacher or students, the teacher is called in and instead of the perpetrator of the crime being accused, it is the innocent victim who is told: "Why did you walk into that bathroom with a ring on your finger? Didn't you know that someone might take it? Why did you encourage someone to hit you over the head? Why did you encourage somebody to crime by carrying a dollar in your wallet?" We have this tremendous pressure at almost every level where the victim is made to feel that because she

had a ring or a dollar or something else it was the victim who invited the crime.

The criminal is OK. If you report the criminal or move against the person who committed any sort of violence, you are going to give the whole school a bad reputation. You are going to encourage others to do the same because you are going to tell others that crime exists. So keep it quiet. *You* are really the guilty one. Next time, don't wear a ring; next time, don't be in the school 10 minutes early; or next time don't do something of this sort.

Congressman Biaggi was present at a board of education meeting that I attended last year where great concern was expressed by the chancellor and president of the board of education about this wave of violence. At that meeting a community superintendent said, "I suspended a student who was engaged in the following violence, and the next day he was in the building and because he was suspended he didn't have to be in any classes. He was just roaming around the building doing all sorts of things." I said, "What did you do then?" She said, "Nothing."

Basically, what every parent and what every student knows is that if you report something, nothing happens. The negotiations over months at George Washington High School were about reinstating and giving amnesty to students involved in violence.

By the way, they were cleared and they came back and laughed at everybody: Ha, we ran through the building, we burned things, we broke up pianos, we walked into the principal's office and we did all sorts of things and now we went before some mediator and he said we should go back.

So what you have very frequently is that the victim of the crime has to leave because he had the guts to report his assailant, and within a very short period of time the assailant is back in, having been freed, acquitted, and everything else for all sorts of reasons, to a large extent because of the school system.

I would ask that you add something to this bill. If we are going to have adversary proceedings; if we are not to view the school as having final authority and the ability to make certain decisions; if we are able to say that a student has the right to a lawyer, a right to the charges in writing and to certain notice pending a hearing and to bring in witnesses; if we are creating this entire judicial process, then you have to give funds to schools districts.

What you need is a kind of a school prosecutor in each district. You need somebody on the side of the school system who is able to be the district attorney for the school, who is able to present the case for the prosecution.

Right now you have hundreds of lawyers, many of them federally funded, representing the client. Maybe that is all right. Certainly a good deal of injustice and arbitrariness existed in the system before, when any child could be expelled and had no power at all.

Personally I think that system was bad, but that we are now going too far in the other direction. But if we are going to stay with that system, if the courts are going to say a child has a right to a lawyer and an adversary proceeding, then it seems to me that the victim has a right to somebody who is going to put a case together.

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As it now stands, if the principal should bring charges against somebody who is engaged in a violent act and that student comes in with a battery of lawyers, those lawyers run rings around the community superintendent and principal. Soon, the student who committed the violence is right back in school, and the victim has to leave because he knows he is going to get it again because he reported the incident.

When that happens, no one is ever going to report an incident again because he sees what happens. To a large extent, the ability to maintain any sort of order depends on the cooperation of ordinary citizens, whether in school or out of school, and the ordinary citizen is going to have fears of reprisal if he is a witness.

The only way in which you can possibly overcome these fears is to create the feeling that justice is going to be done, that what he does is going to make a contribution and that the chances if somebody who is found to be guilty having the opportunity to get back at him, are minimal.

Unless that feeling is created, the violence can continue because people won't say anything if they know that the perpetrator of the violence is going to be free, that no purpose is served by their being a witness or giving testimony, and they have greatly enhanced their own chances of having violence perpetrated against them because of their role in the incident.

I want to make a third and last point. I believe very strongly that the positions taken by school authorities have done a good deal within recent years to encourage and promote violence in the schools.

I think that the positions taken by the chancellor in New York City, by many university presidents throughout the country and many superintendents—the idea that whenever anyone perpetrates violence, someone, out of a very false type of liberal ideology, excuses the violence on the basis that it was justified because teachers aren't all brilliant. Well, they never will be—just as lawyers won't all be brilliant, Congressmen won't all be and doctors won't all be. Not everyone in a given occupation is ever going to meet the absolutely highest standard, and this is true of teachers, too.

All school programs aren't exactly what they should be. But what you very frequently have is that when violence is committed, when there is an outbreak, by either individual or a group, instead of condemning the violence—instead of condemning what has happened —what you get is school officials saying this was merely a symptom of the injustices of our school system.

Now I am the first to make a list of what is wrong with the school system, and our union has been doing it, and will continue to do it inside and outside of our negotiations. But it is wrong to give an indication to students within the school that because there are some problems in programing or because there are other problems, that somehow this justifies violence; that they aren't just criminals when they do this sort of thing, but somehow they become romantic figures fighting for a cause when they steal from somebody or when they push a teacher down the steps.

There is an awful lot of that kind of reasoning. Whenever there is violence the school system comes out with a notion that basically

the schools are at fault. The programs aren't innovative enough or creative enough.

Well, all that is true. Everybody should be doing better, but I think that when public officials engage in this kind of talk they are stimulating violence. They are bringing it into existence, and they are giving an ideology to something that is really criminal and turning it into something which becomes very romantic and very attractive and provides a justification.

I think this is true in our own school system. I think it is true in many college campuses where officials have capitulated in the face of violence. I think this is the greatest problem we face, however, when talking about a bill which would put a few additional adults in each building to take care of law enforcement.

I made one suggestion: That you provide funds for someone who would be the equivalent of a prosecutor or district attorney. If students are to have due process, then somebody has to represent the public in the prosecution.

At the same time that you are talking about putting a few additional adults in the schools, we have just suffered the loss of 6,000 adults.

Our national president tells a story which has always been as true of our school system as it is today. It happened before he became a teacher, when he worked in an auto plant in Michigan. One very snowy, stormy day, a lot of the workers didn't show up on the assembly line.

In the process, after the assembly line, a car goes into an inspection station where the inspectors run around putting marks on the places where parts were left off. Then the car goes into a section known as salvage, where people put the missing parts on.

One day there were a lot of workers missing from the assembly line and a lot of the cars, as they were inspected, had lots of missing parts. When they went into salvage there were loads of cars there because the salvage department couldn't handle it.

The way the foreman handled it that day was to go down the assembly line and start pulling workers off the already depleted line, telling them to go down to the other end to put the missing parts on. Of course, the parts were missing because there weren't enough workers on the assembly line in the first place.

It seems to me rather tragic and ironic that school systems across the country are cutting down on the number of adults. The fact that there are 6,000 fewer adults this year in the New York City schools will mean that there will be more disruption and more violence in the schools. To put one or two or 10 security people or other people in the schools while removing 10 or 12 or 15 teachers, jamming up classes and getting rid of narcotics programs which were there last year and won't be there this year, is just contrary to responsible public policy.

This would be a fine addition if we weren't also reducing the number of adults in our school system. To say we have reduced the number of teachers, psychologists, social workers and guidance counsellors so that there are more children and fewer adults—and now to put in a few law enforcement people—just doesn't make sense.

I know this was proposed before these cuts and certainly not all the cuts are federally attributable. Some of them are due to State and local problems in financing. Nevertheless, when you consider legislation of this sort, it must be considered in the context of sending four security guards to a school and firing five teachers simultaneously, so that the number of adults in a building has really been reduced.

Whatever program was there last year was inadequate. It is worse this year. This is foolish public policy. As I said, we will submit a memorandum on the specifics. These are the points I wish to make essentially: That a good deal of the destruction is financed by Federal funds through other programs; and that, second, if we are to have due process, the role of the prosecutor or district attorney must be established. If there is to be due process on the student's side, there must be another side of that mechanism which does not presently exist in the schools. You might consider that in terms of your own legislation.

Third, a good deal of what is happening is attributable to public officials. I don't know how you can handle that through legislation. Maybe you can't. I certainly can't think of how you can prevent an official from romanticizing a criminal art so that it takes on a noble look when it really is pretty ugly.

These are the areas we have had a good deal of experience with, and I wanted to share them with you.

Mr. PUCINSKI. Mr. Shanker, you are the president of the largest teacher's union in the country, aren't you?

Mr. SHANKER. I think it is the largest union in the world of any kind. Yes, we have 73,000 members and we represent just over 80,000 employees in our school system.

Mr. PUCINSKI. I want to commend you for your very frank and outright statement on the dimensions of this problem. Certainly you come before this committee as one who knows the problem.

I must tell you I am literally shocked to read this list of teachers that you have included in your formal statement, which will go at the end of your remarks here, and the kind of mayhem that is actually committed against teachers of this community.

I want to congratulate you for putting this in perspective and recommending a series of steps that can be taken to deal with this problem. I think that your statement before this committee is about the most forthright statement that we have had from a person who is probably better qualified than anyone in this country to view this problem.

Mr. SHANKER. Thank you. I would like to add just a few sentences.

Teachers are not the main victims. The students are, and it is about time that someone stood up and said the reason the students are leaving our schools is not a question of integration. It is not a question of our schools being backward or not having good teachers.

It is a question of the students not being able to go to the toilet during the day without being beaten up and without being robbed. This is the major problem, the fact that the overwhelming majority of students in our schools cannot have a feeling of safety in school.

Teachers are victims. I don't want to minimize that. But the overwhelming majority are students, and the large number of people moving out of the city and taking their children out of the school system has nothing to do with new left criticisms about integration. Most parents want their children to learn reading, writing, and

arithmetic. They are not leaving because they read some fancy book by some new writer about a new teaching method.

They are pulling their kids out of the schools, if they have enough money to do it, because every time their child has gone down the hall or into the bathroom or down a corridor or staircase during the day when nobody was patrolling it, he has come back harmed.

We have to start talking about it and we have to start exposing it and being very forthright and honest about it. We must start saying that the student who mugs a teacher or another student isn't a great revolutionary who is doing it for some noble cause. He is just getting some money to take care of his habit or for some other purpose. Unfortunately, this has not been said by the chancellor; it has not been said by the board of education; it hasn't been said by the mayor of the city.

It occurs. It is widespread. It is happening in more than half the schools in our city. And, more than anything else, it is responsible for the flight from the schools of anybody with any money. Of course, once they get out of the schools, these parents have to pay for education either through taxes in suburban communities or out of their own pockets in private and parochial schools. Then they are removed from the list of people who are supporters of the public education system.

I want to thank your committee for holding these hearings on this very important legislation and for giving me the opportunity to present the views of the United Federation of Teachers.

Mr. PUCINSKI. I must tell you that in all the years I have been on this committee and have listened to volumes and volumes of testimony on many subjects affecting the American school system—this subcommittee has jurisdiction over the entire elementary and secondary school legislation affecting some 55 million children in America—I must tell you that in all my years I have not heard a statement before this committee that is more telling and more penetrating of the No. 1 problem in this country than the statement you made today and I want to congratulate you.

Mr. Peyser.

Mr. PEYSER. Thank you. I am glad you are here today. I was very interested in hearing your testimony. I think the addition you have made by suggesting the appointment of a school attorney or district attorney for the school is something that I hope Congressman Bingham will think of as a possible position to be filled. It does make good sense in the overall security interest of the school.

I also feel the question of backing down to violence is a very keen question in this country today. I too am dismayed at public officials who give way to violence and try to characterize it as though it, in some way, were justified.

Of course, I don't believe, in any way, is it ever justified in these situations unless actual bodily harm or physical suffering is taking place where a person is being struck and strikes back. In these situations, it is not the case.

I think we have seen in this past week or two the unfortunate ultimate reaction of backing down to violence and letting people who commit violence assume that this is perfectly logical and that they can get away with it.

At the Attica Prison, when the Governor acted in this direction, he was acting in the only way he could act, unless you are going to completely bow to a situation where violence in prisons is acceptable.

I don't believe you can or should ever negotiate with violence, so I am very pleased to hear your statement on that and I concur with it completely.

A question I brought up this morning when we had a member representing the chancellor was the use of paraprofessionals in the school situation dealing primarily with the security approach.

I suggested we would look seriously into this and hopefully be able to use men such as our veterans from Vietnam, with proper training, to work into programs in the schools. Perhaps having a broad enough training background they could get into not the official counseling, but a relationship with people in the schools.

Do you feel, from your point of view and the teacher's union as well as the overall working of the school, that paraprofessionals used in this kind of situation would create a problem for you or the teachers?

Mr. SHANKER. We represent 10,000 paraprofessionals in the school system. I would like to talk now about this particular notion of using paraprofessionals under one name or another for this purpose.

Let's take a look at New York City. Aside from regular police we have housing police, transit police, and correction officers. Originally, all of these different titles couldn't command the same money because, the notion went, in order to work in these other areas you could be an enforcement officer without having all of the salary, rights, and prerogatives of a regular policeman.

That worked for a few years, but now they are all on the police requirement system and they are all earning police salaries. It hasn't ended up saving anything and it has probably cost the police department some flexibility. Whatever force they have now, they probably would have double the force, and the flexibility of using it and moving it to wherever they wanted, if it was a unified force.

But as soon as you employ people to be peace officers, if you are going to train them, you may be able to bring them in at a lower rate. But as soon as they are walking, talking, and acting like the guy outside the school, they are going to demand to be paid that way, to be included that way, and to be represented the same as everybody else.

You are really talking about a very short period of time before they will have all the economic advantages that go with that particular job. So, I think, if the reason this is being considered is a budgetary one, I would advise you to look at the whole history of this thing. I would say that budgetary and fiscal advantages would be very short lived.

If you make a decision that there should be a separate force for schools, it should be because that is the best way of administratively organizing it. I don't have a position. You can argue on this both ways. It may be that a separate force for schools would somehow be less provocative, or could be trained more specifically for schools, but it may not be. I don't know. But whatever economic advantages you think are going to accrue, they won't.

Mr. PEYSER. Let me say this. My thinking of paraprofessionals does not mean being able to pay them less money. My theory was that these people would be trained, not in the sense purely as law enforcement officers such as a police officer would be, but with a greater scope that would get into the areas of basic counseling situations. He would not compete with the counselor, who is the guidance counselor in the academic picture, but a human counselor, if you will, as well as being able to have some of the attributes of being able to keep order in the situation.

The bathrooms you speak of are a very real, very practical problem. I am well aware of what exists in schools in New York City in this particular situation so I think that my aim was developing a man who is not a teacher, doesn't need the training and background to be a teacher, nor does he need the training and background to be a police officer, but he can be in between that area and serves that purpose at no financial loss.

In this vein, do you think this would be an acceptable and practical kind of situation?

Mr. SHANKER. Yes, if a sufficient number of such people can be found and trained. We have them in some schools in New York City. Community people have been found and they are essentially paraprofessionals.

In a number of places they are doing a very fine job. We are certainly not opposed to the concept of using paraprofessionals and community people for such purposes. I did want to warn that in the long run it is not going to be an economic advantage.

Probably what ought to be weighed in your considerations is, in the long run, whether you are better off creating a number of separate forces in various institutions to provide law enforcement, or having a single large force with traditional training.

I don't know. That is not my field. I am not an expert in that field. I haven't done that much thinking on it. We have no opposition to that notion.

Mr. PEYSER. Thank you, Mr. Chairman.

Mr. PUCINSKI. Mr. Biaggi.

Mr. BIAGGI. This is not the first time you have made these forthright statements. Some people might say you are old fashioned but they are fundamental; they are traditional. These are things that are inescapable, the conclusions that you offer and they have been quite apparent for some time.

Your people have been victimized. I think the evidence is there. You stated that the students have been victimized to a larger degree. You have been critical and I have also. We have conferred with the chancellor and his staff time and again.

From your statement and from our observations there has been no forthright action taken. What we have is an erosion of authority. How do you turn it around?

It would almost require revolutionary tactics in that sense. I think it can be done. It won't be easy but it must be done in order to preserve the system. You stated something here that concerned what I enunciated this morning and subsequently confirmed by Dr. Patterson, that the statistics, as bad as they are, and the crime picture,

as bad as it seems to be, is even worse because the incidents of crime are not reported fully for any number of reasons.

One of them you pointed out: the fear of an adverse reflection on the administrator of a school. I am sure it goes right up the line. The superintendent and the like are not interested in getting additional statistics.

Their attitude is keep it cool, keep it low. That is the general observation in the administration of this system and I think it is deplorable and it runs right through the gamut from the education system through the mayor, because that is where it starts.

You need an honest, courageous approach here and it has been lacking. In addition, we learned this morning that no guards are being assigned to elementary schools. You have teachers there. You have students there and there is no reason why you shouldn't have all segments of the educational system covered to some degree.

I would like to touch on that point. I think it is essential. For some people it is going to be counterproductive. They might not realize it. You say civil service is being threatened.

I am a part of civil service. I spent some 30 years in the civil service in various positions and I know it provided me with the opportunity to take myself out of a ghetto. I am not so sure that without civil service I would have made it. I am not alone in this.

There are hundreds and thousands who have followed that route. That is the reason why civil service was instituted, to avoid the old political spoils system. Irrespective of the structure, it still is a spoils system, and it works a hardship ultimately on all people.

I am against anything that threatens that particular structure because I think, in the long run, it provides opportunities for all people. There is one question I wanted to ask you.

The United Bronx Parents Association received $3½ million as a tax-exempt organization. To what extent do they contribute to the violence in the schools do you know?

Mr. SHANKER. As I pointed out, in that one particular school, which isn't even in the Bronx, they provided the people and the buses to break up the parents meeting that was in the Bronx, within their own jurisdiction.

I should point out that some of the moneys were used for breakfast programs which were not very well coordinated, because three different groups got money for breakfast programs in the same area. You have the phenomenon of Federal moneys going to three groups, each meeting in the same place with a choice of three breakfasts. That is a lack of efficiency.

But the money that is going into the United Bronx Parents is being utilized essentially to organize a corps of people. They come to demonstrations. They come to community board meetings to demand that one principal be ousted and that another one come in.

I have a quotation. One of the employees of that organization recently wrote a book. Her name is Helen Lurie. She is an employee of the United Bronx Parents. In a book, "How To Change the Schools," which is a very interesting book—if you read it carefully you will see it is sort of a revolutionary handbook on how to destroy the schools—one of the quotes is, "Whatever you do, remember you must be prepared to carry out your threat to block him"—that is the

principal—"bodily if the authorities keep him assigned to your school in the fall. If the downtown officials know that you are serious about this threat, that you are organized and prepared, albeit reluctantly, to carry it out, they will more than likely avoid the confrontation and move him someplace else."

They are talking about a person who is licensed and appointed by the civil service, and against whom no charges have been brought. Nowhere in the book does she say the guy has to be a bad principal. As a matter of fact, she starts by saying that if most of the parents think he is good, start your own parents organization. Don't go to the regular parents organization, start your own. It is a very good revolutionary manual.

This manual was prepared as a series of lessons to parents who are employed under Federal funds by the United Bronx Parents. These very sentences, which are now published in a commercial book, came out originally as mimeographed pieces of information, as part of community training programs that are federally funded.

Again, to repeat, I think it is great to send in security guards. But while the same Government is hiring security guards to take care of people who are about to bodily block somebody, those same people are being paid out of the same Federal treasury and are being trained to do this.

Somewhere there has got to be some coordination. We are not spending money to protect the schools but to attack them.

Mr. BIAGGI. That is all.

Mr. PUCINSKI. Mr. Bingham.

Mr. BINGHAM. First of all, Mr. Shanker, I would like to say that the one specific suggestion you made in regard to this bill has already been taken care of, so to speak, in a revised bill which I introduced this week with the cosponsorship of Congressman Pucinski and other members of the committee.

We recognize there might be some problems with unofficial groups. I wonder if, in the discussion of the amount of activity that evolves from so-called romantic notions, they are now expanding that which I can see would be a problem in some instances.

You are not suggesting that all of this list of crimes are connected with that sort of thing, for example, homicides, forcible rape, robberies, and so on. We are dealing, in this bill, or trying to, with things which actually allow violence and crimes.

What proportion of crimes that occurred in schools, would you say, are related to these romantic notions that you speak of? What proposition is caused by the drug problem? What is the peculiar incentive that lies behind theft or whatever human passions are involved in rape and murder and so forth?

Mr. SHANKER. I don't know. A very small percentage of crimes are caused by the romantic notion, but a very large percentage are caused by the other reasons. I think there is an increase in the crimes caused for other reasons because of a knowledge that public officials will fail to pursue the crime because they don't view it as crime.

Let's take the fact that in a number of New York City high schools there has been destruction of property and violence against individuals perpetrated at one level by the students, whatever their reasons. This is taken by the chancellor to be an indication that, unless a

particular person is appointed as principal of the school, the place will burn down. There is no question of educational qualifications, organization or anything else.

What happens is that at one level a crime is committed. At another level there is an interpretation which makes that crime political. A series of negotiations results in the entire civil service and merit system being thrown out, a person who has the right to that position being pushed out and the appointment of someone else without a license, without certification, with the sole right to be put in as the only way to buy peace.

I went through this in the very lengthy 1968 strike. I never had a public official face me and say, "You are wrong, the teachers don't have a right to go back there." It was always, "You are absolutely right, but do you realize that if we do justice in this case there will be riots? The place will burn down." In other words, all these were intellectual predictions of what the social consequences would be if the law were enforced.

What is happening in New York City is that licensed and certified principals are not being appointed. Who is being appointed? Whoever is picked by 10 or 12 people, usually under Federal funds—either an antipoverty program or a model cities program—who get together and decide who their candidate is.

When $25,000 and $30,000 jobs are distributed on the basis of threats that the place will burn down, this has an effect. The students within a school are able to place their own actions within a context. There are adults telling them that they are doing normal work—that in addition to burning a room down and taking somebody's money, they have also contributed to the advancement of a cause.

I think it would be very difficult, from any scientific point of view, to say that because people hold a particular view, the following statistical increase will result. But I have to believe that the ideas people have, and their actions based on those ideas, have consequences.

If a student knows that his actions are not going to be viewed as criminal, but are going to be viewed by some people as having noble purpose, some who would not ordinarily engage in that action would grab onto that and do whatever they wanted. Some who were afraid to or ashamed to would, because there are people telling them that it's serving a good purpose or that it really isn't their fault—"The reason you did this is because of the system."

Mr. BINGHAM. Mr. Shanker, I know you have strong views on many of these matters and you have expressed them very eloquently. I take it, since I am the original author of this bill, as a summary of your remarks, that you have no quarrel with this bill but you think there are other things that perhaps ought to be done first or that have a greater priority.

For example, you mentioned the cutting down of the number of teachers. I certainly deplore that and agree it is enormously important that we provide additional funds. This subcommittee is engaged in other legislation which would provide additional funds for Federal aid generally.

Am I correct in saying that as far as this legislation is concerned you are in sympathy with it?

Mr. SHANKER. Yes, we support it.

Mr. BINGHAM. Thank you.

Mr. PUCINSKI. Mr. Shanker, I was going to follow up on that question. You listed a number of things that have to be done to improve the school system. I was wondering, is it your judgment that if all of these things were done, would you still have a good deal of this turmoil being generated by outside forces in the schools?

Let us assume we did find some means of giving the New York school system whatever funds it needs to do all things necessary. The thing that disturbs me is I gather that even all that in itself would not be enough to deal with that aspect of the problem which you describe as being instigated by various outside sources that come in the school system, not necessarily within the system itself. Is that reasonably correct?

Mr. SHANKER. That is right.

Mr. PUCINSKI. Then, as I see the problem, this legislation has meaning but you also need substantial financial assistance to bring your school system into that standard of quality that you are seeking. Then, it seems to me, you also ought to take a look and see whether or not some of the things that we make available for other Federal programs are not counter productive.

Mr. SHANKER. That is right.

Mr. PUCINSKI. Those are the three ingredients that I see as necessary.

Mr. SHANKER. I want to say that we have a job, too, we in the schools—not just the teachers, but the school system as well. Nothing that I have said should be taken to mean that everything is being done the right way.

When you think of how schools are organized, they are economically very efficient in the sense that if you paid the same hourly wage for students as one does for baby sitting, it would be much more expensive.

But there are students who can't sit for 6 hours a day and concentrate and listen. It is very hard to do. There aren't too many adults who can do that either and if any of us at home on a Saturday took our own children and had them sit down at 8:40 in the morning and stay in one spot, listen to us till 12 noon, then grab lunch for a while and do the same thing for another few hours, probably someone would pick us up for being cruel to children. Yet schools are typically organized that way.

Now some students have pretty long retention spans and are able to do that and profit by it, some a little less. But there are some who just can't. Now these students aren't necessarily violent or engaged in criminal acts.

Most of what goes on in school doesn't come under any of those categories. It is a fact that a teacher has 30 students in a class and three of them need some individual help. Maybe they just need to sit on someone's lap or to hold someone's hand, or they don't have the patience to sit still or be quiet for that long a period of time.

They are yelling and screaming and saying things, and because

there are a few in a class like that the teacher can't really teach the entire class. When you have a group of 30, it only takes one, two or three to make enough of a disturbance so that the teacher has to spend most of the time on those three, calming them, rather than on those who are more capable.

I realize that this is not within your direct purview. But it is an important part of the problem—not of crime, but of the whole question of order and disorder within school. It seems to me that while you are moving in this direction, the schools have to be thinking of what kind of programs to have for the student who can't or won't sit still.

What do you do with the student? One of our major problems is when you have a student in junior high school who is as big as I am. He hasn't learned to read yet. He spent 7 years in school and hasn't learned to read, and he is pretty sure he isn't going to. And our laws say that he must go to school.

I am not saying that we should send him out to a bunch of jobs which don't exist now anyway, but certainly the student has not been able to read and write after 7 years can't learn in a normal classroom. We have to find a different kind of environment for that student so he can regain some belief in his own ability. He is not going to regain it by putting him into exactly the same kind of school with a teacher, blackboard, books, and everything else that resulted in 7 years of failure.

So there are things the Government has to look at. How are funds being used in these other areas? It seems to me that school systems have to look to the organization of their own programs and whether they, to some extent, aren't promoting a good deal of disorder by compelling students to go through something which they will just no longer accept.

Mr. PUCINSKI. There is a popular belief that a good deal of the unrest and violence in schools is somehow related to racial problems. I find in the "Report on Stability and Disruption in the Public Schools" of New York City, the commission found that the racial composition of the student body was not found to be a constant factor in school disruption:

> Academic high schools that were primarily white had fewer incidents of disruption per thousand pupils than academic high schools that are primarily black and Puerto Rican. Schools with mixed populations tend to have similar rates of disruptions for both academic and vocational schools regardless of the weight of the ethnic balance.
>
> The observations of the team and the results of consultations with students suggest that, among minority students, the problems stem from apathy, alienation, antagonism toward the school, and a failure to adjust to the curriculum.

Would you care to comment on that aspect? Perhaps I should read another section here to put the whole thing in context. The commission found that:

> Reasons for school unrest were given as security problems, narcotics, building utilization, poor facilities, and racial conflict.
>
> Neither academic nor vocational principals indicated that curriculum played a major part in problems of disruption. This is in direct opposition with student views as garnered during the visits to selected high schools during the course of the investigation.

Is it possible that putting the guards into the schools are a very important element. How can we adjust ourselves to these other ele-

ments that add up to disruption of students, if there is any validity to this report?

Mr. SHANKER. I would question one part. I think there has been a strong racial component. I am a strong believer in school integration, but I think the facts indicate that our integrated high schools have had a larger amount of student disorder with racial components.

We have had de facto segregated schools. If they had any disorders, they weren't on a racial basis. It was just in the nature of things. There is no question that there were such components in Franklin K. Lane, in George Washington High School, and a number of other schools. I don't know the reason for the report minimizing that, but this has been a factor.

As far as curriculum goes, I think there are a number of different aspects. I think the school system has to deal with them. I can't see any legislative way of dealing with it.

If you take a place like George Washington High School, all you have is a sloppily administered school with a lot of students who have no place to go or have the wrong courses. It was the kind of thing where anybody walking in, on a commonsense basis and after talking to a few students, would realize that many of their grievances were very just. Teachers and everybody else in the school would attest to that fact.

We also need some alternatives, as I just told you, for those students who aren't going to make it in the usual program. But part of this report, that students see curriculum as a major problem, is due to something which I think is very unhealthy. There is a common notion today that the student knows best: that if he says he isn't interested in a certain subject, therefore that subject isn't relevant, and something the student thinks is relevant ought to be the curriculum.

I think that that is a lot of nonsense. I do not think that all students, or even most students, are qualified to know what it is that is going to prepare them. The purpose of this is not to make them happy at the particular instance they are in school. If they can be happy while they are there, that is very good. But the purpose of school is, of course, to give them preparation for things they have not yet had experience with: a world in which they are going to live and in which they are going to work.

Part of the problem, again, very frequently supported by top school officials, is the notion that what constitutes a curriculum should be a bunch of things that students like at that moment or that they feel they need at that moment. If they don't feel they need it at that moment, it is irrelevant. It isn't a modern curriculum. It isn't a good thing. Part of this is the movement to have students select their teachers and principals and be on boards of education or college boards of evaluation.

I think this is an unfortunate national phase that we are going through. I don't know what can be done legislatively, but here again, a rationale is given to students not to study or to learn things that they may not be interested in at that moment.

It would be pretty rough for a student to say today that the curriculum is good. I think he would be pushed and shoved by his fellow students. There is a national wave, an ideological wave, where if anybody says you are still supposed to learn to read, write, or count,

and if you are not doing something that is relevant and right on the spot, then you are somehow an evil, horrible person. You are not in the 20th century.

That is part of an overall trend. I am sure it is correct that a lot of students reported that, but I don't think that it ought to be accepted. I don't think that educators—that includes the teachers, the chancellor, members of the board of education and many others—ought to sit back and say: The students are right. If they don't like a particular subject, it is not relevant.

I think it is our job to go in. We have got to have enough hardness to be able to talk to students and say that a person at a given stage of development doesn't always know what he needs later, doesn't always know what is best for him. The society that is providing the schools has to have the voice as to what is needed—not the student who is in the school at that particular time.

Mr. PEYSER. May I ask a question?

Mr. PUCINSKI. Yes.

Mr. PEYSER. I agree. I don't think students can necessarily pick the right curriculum and know the right subjects. This committee is involved with a number of studies that do involve broad curriculum change.

These are studies by educators who have come to us and I think there is change in the making. I think a lot of it is going to be for better education. I don't want your comment to be read that I didn't feel you meant that we should be holding firm to a curriculum, not to make a change.

Mr. SHANKER. I think we ought to make changes, but I think the changes ought to be made on the basis of scientific and thoughtful study as to what the diet ought to be. What I am saying is that if someone happens to want to live on a diet of all candy because he likes that, and those of us who know better think that isn't the right diet, we should have the guts to say no. This doesn't mean we should keep feeding him what was there yesterday. We constantly develop new ideas as to what that diet ought to be.

Mr. PUCINSKI. Mr. Shanker, my own feeling has always been that we really don't give teachers enough time to spend with their students. We work a teacher all through the day, 5 days a week, and I have often felt that the single greatest shortcoming of the educational system is a lack of counseling, whether it was by the teacher or the counselor.

I have, on a number of occasions, suggested that we ought to have teachers teach 3 days a week and then have 2 days to spend working with the student in a more personal manner.

The desegregation bill working its way through the House—it has already passed the Senate—in which the President calls for $1½ billion on a 2-year program of aid to schools undergoing desegregation would make possible this kind of a program, teacher training, counseling, smaller classes. Those things would.

Do you feel that kind of additional money can make any significant impact on your problem?

Mr. SHANKER. Significant is a hard word. I think it would be worth while.

I would like to point to the experience of John Dewey High School in Brooklyn, which is a school where instead of taking English 1 and English 2, they work in 7-week semesters. The students get a chance to take Shakespeare's tragedies and comedies, Dickens, Shaw, and modern movies, et cetera. They cover 4 years of English, but they do it with a lot of electives. In addition to regular classes, students have large periods of time where they can work on their own. And if they pass the course on their own, it gives them more free time.

In other words, the students are motivated to do reading and take the examinations without going to class. Teachers are assigned to study centers within the school, so the student isn't always looking at the teacher as someone at the head of the class saying keep quiet and listen to me. The teacher is somebody who is sitting next to him when he has a question, on a one-to-one basis.

I think this, more than anything else, is creating a better atmosphere in that school. Instead of the teacher being a military sort of drill sergeant, you walk through the halls seeing students look at a teacher, saying, "Is your wife feeling better? How is your son, John?"

If only for a few minutes a week, the student has a chance to have a relationship with human beings which is very rare. This isn't counseling I am talking about—it is just a chance for them to relate as people.

I want to add one other thing to that. One of the things that teachers don't have very much time for is to be just human beings with their students, because when you have a mass of students you have to treat them as a group. This is resented sometimes by the students.

The other thing teachers don't have much time to do is to really talk about what they are doing and thinking about, and to work together with their colleagues.

Teaching is a very lonely occupation. There you are, locked into a room for your whole life with 30 children. When you get out for a little while to have lunch, you generally feel something that is equivalent to what, I guess, a soldier feels when he has been in the trenches for a period of time. There is an awful lot of blowing off steam.

One of the things that ought to be looked into is what has been done in England in recent years. They have things called teacher's centers. They are hang-outs, of a sort. They are clubs. They are a place where teachers go after hours, where they can just socialize if they want to. Also, it is a place where they can sit together at the end of a week and talk about the problems they have had, about the failures that one had and the successes of another.

Having had a chance to look at those centers this summer, we would support the creation of this kind of facility, which gives teachers, after hours, a chance to exchange, plan, and think without compelling pressures. If you told teachers, you have to go to a certain place and do so and so, there would be a great rebellion. But to create a place where they can go to have coffee, a drink, or a piece of pastry, and where there are some books and materials and other teachers around, has turned out to be a very good thing.

I think that moneys should be allocated to enable teachers to spend time with students on an individual basis, and to spend time with

their colleagues, because this is missing. They are with students only as a group and are with colleagues very rarely.

Those two things could bring about some great changes. Changes mandated from above really don't work unless you retrain and bring along the people who have to bring these changes about—the teachers in the classrooms. We know that the great failure of curriculum reform is that the books have been very brilliant, but it is very hard to get the practitioners to actually change.

Mr. PUCINSKI. It is interesting to hear you say this and I think that follows in line with the findings of the stability research team which said, among other things, that the observations of the team and the results of consultations with students suggest that, among minority students, the problems stem from apathy, alienation, antagonism toward the school, and a failure to adjust to the curriculum.

It seems to me, the program you have outlined here could address itself to all four of these problems and perhaps in that way lead to some diminution in the violence in the schools.

In trying to get a general aid bill through Congress, there are those who always tell you that we concentrate too much on money, but as we look around the problems of education in America, money is a problem.

For instance, you laid off 6,000 teachers and I am trying to figure out how you can run this system having chopped off 6,000 teachers and the kind of problems that is going to create. I am going to thank you very much for your testimony.

Mr. BINGHAM. I would like to ask just one last question. I know the time is limited, but I am very curious to know this, Mr. Shanker. I think it is related to this problem. One of the desperate problems of the New York school situation is, I am sure you recognize, the feeling that many communities, in the past, have not been involved.

I was brought up in the city of New Haven. In many cities like this you have 100,000 to 150,000 people. They elect the school board. They feel they can make decisions with regard to the schools.

We have 80 communities in New York of 100,000 people. What do you think can be done to give those 80 communities of 100,000 people a feeling that they have a say in what happens in the schools in their home district?

Mr. SHANKER. If you want to give people a feeling, that is one thing. But I don't think it will be a very correct feeling. I don't think there is any way of chopping this city up into communities in the sense of smaller communities. You don't have the same communication.

I have, for 3 years, lived in a small community about 50 miles north of New York City. We elect a school board. We have plenty of school problems, but when somebody runs there, everybody knows who he is. There are three local newspapers, the annual affair at the volunteer firehouse, a library affair and a hospital affair, and so forth, and everybody knows everybody else. They may not like everybody else but at least you know who you are voting for and against.

Now you take the New York City community school board elections. Unless you are a member of the UFT or the local church or antipoverty agency, or something else, and decided to go out for some reason, there is no way in which the people in a New York

community could really know who these candidates were or what they stood for.

The New York Times didn't give an awful lot of space to the 31 districts with about 900 to 1,000 people running. The television stations didn't do it. The News didn't do it. There aren't very many local community newspapers in New York City and those there are aren't well supported.

I just don't see how any of the methods of trying to bring some measure of community control are going to succeed in a large city, because everybody knows who the mayor of the city is. They have heard his name because the media devote a lot of time to him, but nobody knows who the members of their community school board are because nobody spends any time on that.

I think you may create a feeling that people are participating, but, really, are they? What power do the people in your community have over the budget cuts? They have no local taxing power. They don't pass a budget or referendum. What they can do over 3 years is to vote someone in or out of the community school board whom they don't know. That community school board can hire or fire a superintendent, which really means that they're playing a game of musical chairs.

This is really a worldwide movement. A lot of the protests of students and others around the world are a demand for participation and a rebellion against the welfare state, against bureaucracy, and against the growth of our own union, to some extent. There is a feeling on the part of teachers that they no longer want to be part of a paternalistic structure. They want to be participants and in on something.

I think the way to participate in a place like the City of New York is to participate in the visible politics of it. If you look at alternatives like these community boards, they aren't going to get 10 percent of the participation, activity, understanding, knowledge, or visibility of your regular political structure. I think there is no way around it. I think somebody who doesn't like what is going on in schools has to join the local club—if it can bring pressure where it counts. It counts in Albany and city hall, but it doesn't count in that local community. What can clubs do?

Mr. BINGHAM. I don't want to pursue this further. I think that is too remote to get people interested that way. I think there is a serious problem here of alienation, to use a commonly, perhaps abused word.

I don't know what the answers are but I think we have to give it a lot of thought. I certainly want to thank you for your time here, Mr. Shanker. It has been a most interesting session.

Mr. SHANKER. I think the worst thing in the world is to give people a feeling that they are participating, when actually they are powerless. Right now, I think we would have had a much better chance of doing something about the 6,000 layoffs if everybody knew that there was someplace to go to put the heat on.

When decentralization first came up, I had a discussion with one of the major proponents of the idea. After 4 hours or so, I looked at him and said, "Do you really think Johnny would learn to read better

if we broke New York City up into 80 districts?" He said, "Of course not, but they won't blame you or the board of education or Mayor Lindsay. They can kick out their own local community board."

I think this is a terrific strategy to put these poor people into powerless positions where they have no power to raise money. They really have very little power to spend it, once you consider other contractual, legal obligations. You just give everybody at the local level the feeling that they have terrific power when they have absolutely nothing.

I think that when you promise people, or create a feeling in each local community, that you are really giving power and you are really giving nothing, then you are sitting on a tremendous keg of dynamite unless we can find a way that makes sense of really spinning-off power. That is something else. It is a very difficult thing to do in a complex place like New York City, but that is what we are talking about.

What I am talking against is not a spinner-off of real power. What I am talking about is the image and the feeling that all these people in local communities have power, when actually all they are electing is a bunch of possible scapegoats to the situation.

Mr. BINGHAM. We could go on all night. They do have certain powers as regards the selection of district superintendent. This is a very broad subject. I know we have no more time.

Mr. PUCINSKI. Mr. Shanker, I certainly want to thank you for your testimony today. I believe you have not only given us a good insight into the meaning of this legislation, but you have also given us a pretty good idea of what we can do in Washington to help this situation through other legislation.

I am deeply concerned though by your statement that very often one program financed by one agency of Government helps create the turmoil and the problem that we try to solve in a program by another agency of the Government.

Perhaps the left hand ought to know a little more what the right hand is doing, and the right hand ought to know what the left hand is doing if you are going to be looking at that. It just so happens that all the things you discussed here come under the jurisdiction of our committee.

Mr. SHANKER. I want to thank you for this opportunity.

(The document referred to follows:)

PREPARED TESTIMONY OF ALBERT SHANKER, PRESIDENT, NEW YORK CITY AMERICAN FEDERATION OF TEACHERS

This week, in two schools on the Lower East Side in Manhattan, several teachers were held up and robbed at gun point. In a school in the South Bronx, scores of police were required to keep order, as "activists" disrupted the opening days of school. In a school in Ocean Hill-Brownsville in Brooklyn, two fires labeled suspicious by the police broke out and damage was extensive. These are part of the new statistics of the new school year—a new year begun with students under the supervision of 5,000 fewer adults than last year employed in the schools.

The budget squeeze in the New York City school system has raised a very serious and fundamental question—can the New York City school system insure the safety of students and teachers with such drastic personnel cuts in the face of last year's records which indicate that close to 1,000 teachers and stu-

dents were assaulted in our schools? The UFT began compiling statistics of assaults on teachers last year; in a three-month period 66 such assaults were reported to our office, and over 200 during the year. We can only guess how many go unreported. Assaults by students on other students are so widespread and so often unreported, it is probably impossible to gather completely accurate statistics.

There have been teachers in our schools who were doused with lighter fluid and set afire—others who were beaten unconscious—others who were raped—and many robbed. And there have been students so badly assaulted that they required plastic surgery. So we are grateful for your committee's attention to this most serious problem of insuring safe schools—a problem that plagues not only our school system but many educational systems around the country, especially those in our great urban systems.

What's needed in order to provide safe schools? Money and backbone!

We need *funds* to bring all those teachers in our city who were laid off back on the job so that the pupil-teacher ratio is set at manageable proportions.

We need *funds* to provide security personnel so that criminals will not regard the schools as fair game for robbery and assault.

We need *funds* so that programs that were working and are now wiped out because of budget considerations are reinstituted.

We need *funds* so that those youngsters who cannot "succeed" in the regular school setting can be helped in alternative educational programs.

We need *funds* so that narcotics education can be expanded, for drug addiction is one of the causes of unsafe schools.

In other words, while we strongly support your efforts at providing safe schools through better school security—and that is absolutely vital—we implore city and federal officials to recognize a greater commitment to our education system if it is to survice.

And what does backbone have to do with it? The Federal Government must have the backbone to refuse to provide funds to those individuals and groups that are active in campaigns to disrupt our schools . . . campaigns which have led to violence and serious injury.

The problems that the New York City school system had at George Washington High School during the last school year present a clear example. (I am sending each member of the committee a copy of DIARY OF A TEACHER, a detailed account of what took place there, for your study.) Despite the fact that United Bronx Parents training director, Ellen Lurie, was involved in directing the activities of the "activists" in George Washington High School that disrupted parents meetings and incited students to violence, and despite the fact that Evelina Antonetty, the head of United Bronx Parents, has been active in leading school disruptions in the South Bronx, Mrs. Antonetty's group was the recipient of numerous federal grants, one totalling $3½ million.

Let us look at the published views of Mrs. Ellen Lurie, who has been for many years a top official of United Bronx Parents. In her book, "How to Change the Schools," (incidentally dedicated "to Mrs. Evelina Antonetty and all the other members of the United Bronx Parents—without their support and ideas, there would have been no book") on page 151, Mrs. Lurie discusses how to get rid of a principal of a school whom you don't like:

"Whatever you do, remember that you must be prepared to carry out your threat to block him bodily if the authorities dare to keep him assigned to your school in the fall. If the downtown officials know that you are serious about this threat, that you are organized and prepared, albeit reluctantly, to carry it out, they will more than likely avoid the confrontation and move him someplace else. . . ."

Now is it in the interests of the government of the United States to fund individuals or organizations who disrupt school board meetings, create confrontation and violence in our schools? I am sure that you agree with me that the answer is no!

For these reasons and for reasons of efficient administration and proper consultation with school professional staff, we respectfully urge the committee to delete Section 6, Item b, and limit grant funds under this program to school districts only.

We would appreciate an opportunity to send a memorandum to the committee at a later date commenting on certain technical aspects of the bill.

REPORTED ASSAULT ON TEACHERS IN THE NEW YORK CITY SCHOOL SYSTEM OVER A PERIOD OF 3 MONTHS IN 1971

District	School	Date	Comments
Central	New Utrecht	2/17	Ammonia spraying.
12	J.H.S. 136K	2/18	Accosted by several students and beaten.
14	P.S. 84K	2/22	Assault by parent.
9	P.S. 109K	2/23	Hit in yard.
13	P.S. 46K	2/23	Broken teeth.
22	P.S. 202K	2/23	Glasses broken.
20	P.S. 201	2/24	Knife thrown.
2	I.S. 70	2/23	Chair thrown.
31	P.S. 13R	2/24	Hand bitten—swelling.
1	P.S. 61M	2/25	Robbery.
2	Manhattan Voc. H.S	2/25	Punched on cheek.
4	J.H.S. 13M	2/23	Chair thrown.
13	J.H.S. 294K	2/26	Canned soda thrown at teacher.
27	J.H.S. 210	2/26	Glasses broken.
10	J.H.S. 45	2/28	Teacher attacked with pickaxe.
	Claire Barton	3/2	Mace.
17	P.S. 202K	3/3	Broomstick handle thrown.
3	I.S. 44	3/4	Kicked downstairs.
5	P.S. 92M	3/4	Purse snatched.
	Washington Irving	3/5	Chair thrown.
14	P.S. 257K	3/5	Robbery at knife point.
14	P.S. 257K	3/5	Attempted rape.
1	P.S. 63M	3/6	Attendance teacher robbed at knife point.
14	J.H.S. 126K	3/6	Struck by object—glasses broken.
	Music Art High School	3/7	Beaten unconscious.
3	I.S. 44	3/7	Kicked in groin.
3	J.H.S. 54	3/8	Mace sprayed.
17	P.S. 202K	3/8	Punched in mouth.
20	J.H.S. 201K	3/8	Kicked in groin.
4	J.H.S. 13M	3/9	Hit in lip with blackjack.
	P.S. 10	3/11	Cut by scissors.
	P.S. 10	3/11	Chair thrown.
	P.S. 10	3/12	Chair thrown.
1	P.S. 63M	3/15	Attempted rape.
24	Grover Cleveland H.S	3/15	Knocked down.
23	P S 144	3/16	Assault at gunpoint.
23	J.H.S. 275	3/17	Chair thrown.
17	J.H.S. 252K	3/17	Struck on head by books.
23	J.H.S. 275	3/19	Finger broken.
25	J.H.S. 168	3/22	Purse snatched.
13	P.S. 305	3/22	Beaten by parent.
1	P.S. 63	3/24	Robbery.
13	P.S. 20	3/23	Broken glasses, bruised lips.
17	I.S. 210	3/24	Broken beaker attack.
17	P.S. 268	3/24	Attempted robbery.
3	I.S. 44	3/25	Kicked in groin.
5	P.S. 36	3/25	Robbery at knifepoint.
17	P.S. 189	3/25	Knocked to ground.
27	J.H.S. 210	3/25	Sprained right thumb.
9	P.S. 53	3/26	Mugged in front of school.
5	P.S. 200	3/29	Robbery at knifepoint.
4	P.S. 43	3/29	
23	I.S. 271	3/30	Struck with bottle and stick.
23	I.S. 271	3/30	Pushed to floor.
17	P.S. 202	3/31	Assault with broomstick handle.
16	P.S. 243	4/2	Knocked to ground.
27	P.S. 42	4/7	Assault by parent.
28	P.S. 140	4/8	Parent assault on pregnant teacher.
15	I.S. 293	4/22	Attack by students.
16	P.S. 145	4/23	Pushed down flight of stairs.
27	P.S. 104	4/26	Kicked in groin.
3	I.S. 44	4/27	Glasses broken by blow.
22	P.S. 100	4/29	Chair and garbage thrown at teacher.
14	J.H.S. 126	4/23	Books thrown at teacher.
3	I.S. 44	4/30	Wooden shoe thrown.
15	I.S. 293	4/30	Assaulted and punched in eye.

Mr. PUCINSKI. Our next witness is Mr. Gregory Faulkner, who is a former student at DeWitt Clinton High School. I understand you have just graduated from DeWitt Clinton High School. Perhaps Mr. Bingham would like to introduce you.

Mr. BINGHAM. I would just like to say Mr. Faulkner and I met on various occasions. I know of the work he did in terms of trying to

bring order in the school he attended. I am very happy to have him here today.

STATEMENT OF GREGORY FAULKNER, FORMER STUDENT DeWITT CLINTON HIGH SCHOOL

Mr. FAULKNER. I am very happy to be here and have this opportunity to testify before the committee on this very important bill. Recently the controller of the city of New York made the following statement: "New York City has the highest rate of truancy of any school system in the United States."

I would just like to add a little bit to the controller's statement. New York City has the highest rate of truancy because schools are overcrowded, dirty, and unsafe. This past year I had the opportunity to serve as student body president of DeWitt Clinton High School and as president I had the opportunity to travel around the city to many of our junior high schools in an effort to answer many of the questions junior high school students might have about the high school situation.

The one question I got the most was how much am I going to get beat up. Is there a drug problem? Unfortunately, there was not much I could say about this except to tell the truth, and that was that everything they mentioned was there.

Upon becoming president of DeWitt Clinton in the spring of 1970, a student patrol was made up of club, team, and school leaders. The program received the support of the majority of students at Clinton, even though it meant giving up much of their accustomed freedom.

Every student now had to carry a program card which had his lunch period stamped on it, in order to eat lunch. This made the lines much longer and took more time in general. The lunch period was cut, in addition, by 5 minutes so the cafeteria could be cleared of students so the two groups wouldn't conflict when they came in.

In the first week of the program, it was reported by the custodian that damage for our school was down by 85 percent. The halls were now quieter. Before, they had a lot of people in the halls. We didn't know whether they were students or not. That was cut out.

But later on in the term we found that many members who had originally joined the squad were mostly juniors and seniors and were now leaving the squad. One afternoon we had a meeting and we found out the reason they were leaving the squad was because many of them, being seniors, had to think about college and they had to take a job to raise a little extra money for college.

In some instances, as juniors, it was to help at home. After the meeting, the student council voted to try and find some way to find some money to provide a stipend for members of our squad so they could stay a little longer in the afternoon.

As a result of not being able to find this money, the school began to return. The squad had to cut down. There was virtually no squad after this. The one thing I would like to say is that H.R. 3101 would have provided us with that money.

The school term ended and most of the students looked forward

to nothing really happening in September. As a matter of fact, we really were afraid of September, and in September we opened our school with an enrollment of 7,400 students, up 1,200 since June.

Clinton was made for 4,400 students. Because of such a large enrollment it was impossible to know who was a Clinton student or who was not. Crime in the school rose sharply. When we caught someone in the school causing trouble, the funny thing was he was never a Clinton student.

There was one story that I can relate in particular. One day a number of students and I were in the cafeteria and we noticed there was one student in the cafeteria who used to stay there three or four times and eat three or four lunches. He stayed in the fourth, fifth and sixth period.

We knew nobody in the school had three periods of lunch. We went and asked him if he could show us his program card. He didn't have one. He didn't know what it was because he didn't go to Clinton.

He was just someone in the neighborhood who saw lunch being given out. He wasn't in to cause trouble but if he had been somebody who wanted to cause trouble, if he could get into the building, anybody could.

At the meeting of our student senate, there was a vote taken, asking the student council executive committee to find a way of getting ID cards for every student with his picture on it. The council contacted several places and the cheapest we could find would cost $10,000.

The school could not afford to pay this price nor could the student government. H.R. 3101 would have. It is therefore my hope that this bill would be brought before the Congress as soon as possible.

Let Clinton's new president go to the junior high schools and say high school is a safe place to be.

Mr. PUCINSKI. Thank you very much, Mr. Faulkner. You have heard the testimony earlier by Mr. Shanker and I think you were here this morning when some testimony was given. Isn't it correct to assume that there is a serious problem of violence in the schools?

Mr. FAULKNER. I think it is a very serious one. There definitely is a serious problem of violence. I think the reasons are because the schools, as I mentioned before, are so overcrowded the students become frustrated and angry.

The violence takes many forms of the damage to the school in general. This year, for instance, during my term we had chairs being thrown out of windows because the students were packed into rooms.

We had one class that had 50 students. I could see their frustration. They got angry and threw chairs out of the room. We went up and talked to these guys. We said, "Why did you do it?" They said, "The school is messed up anyway. I am not getting anything out of it. The teacher is afraid of me."

Most of the teachers were afraid. The teachers I talked to were afraid. Sometimes you may even have a problem going up to the teacher. She didn't know what you were going to do, whether you were going to beat her up or whatever is going to happen to her, so

she was worried and it brought down the whole level of the school.

Mr. PUCINSKI. She was scared and you were scared.

Mr. FAULKNER. Yes.

Mr. PUCINSKI. And the young people are not quite sure what attitude they are going to get from the teacher and the teacher is not quite sure what attitude she is going to get from the student.

Mr. PEYSER. First of all, I want to thank you for being with us today. It is very helpful having someone who has just been involved in the school system. I would like to get a specific recount because, very often, in Congress we don't get the opportunity of talking directly to someone whose problems we are trying to solve. In this case the problems are in the area of violence.

Are there particular areas of the school that are specific places where violence takes place or is it just as you see, vandalism and physical violence of students? Can you tell us something about it?

For instance, today the bathroom problem was mentioned where fights develop there. How do you feel about this? What are some of the facts?

Mr. FAULKNER. There are some areas in the school. We tell incoming freshmen you had better not hang around in the back of the cafeteria. You might come in contact with a person who, as I said before, is not a Clinton student.

We tell them also when they are leaving a classroom—I was told when I was a freshman, as a matter of fact—not to linger too far behind going down a staircase because you didn't know who was in the staircase. You didn't know who was behind you.

Mr. PEYSER. Are there any cases of someone, to your knowledge, who was getting beaten up?

Mr. FAULKNER. I had one instance where a student came to me. There was this kid who had been beaten over his head. He was knocked unconscious. This was outside the school. He only had 20 cents. He was knocked unconscious and he was found by the police.

Mr. PEYSER. In the 4 years that you went to Clinton—you were obviously very active in the student body and would have a pretty good awareness of what was going on. Can you give us a feeling of how prevelent this is? How much does this really happen?

Mr. FAULKNER. The dean kept a record and from his reports, 66 times a term. Every 5 months at least 66 persons would be attacked or hurt.

Mr. PEYSER. What about the narcotics question? Do you feel this was a widespread problem, the use of narcotics?

Mr. FAULKNER. We are a large school, of course. Many people would push narcotics and so Clinton is a prime place to pick up some customers because we are a large school. We found people pushing. As a matter of fact, we had one major disturbance where a pusher did come into the school and some policemen didn't act as a police officer should.

They beat the student up who was pushing the drugs. Because of this we had a major confrontation in the school. I think there are pushers who are coming in. It has happened, I think, in many cases.

There is a place—I think a pizza store—where students and parents know there are drugs being pushed. We called up several pre-

cincts to ask police protection for that area. The policemen said that we could not get protection, that they would not go to the store. We called several times but they wouldn't go.

They thought this was out of their jurisdiction. As a matter of fact, we got kind of twisted around because it is right in the middle of the two precincts. One is the 51st and one is the 52d, so whenever we would call the police station they would say it is his precinct or it is his precinct. We got the runaround.

I think part of this is because they felt we were students and students weren't equipped to handle very many of these problems and they thought we weren't mature enough or hadn't learned enough to take on responsibility. We should leave this to our teachers.

There were many instances and many cases, for instance, the problems of overcrowding and drugs, where nothing was instituted by the teachers. It mostly came from the students and the student government.

In many cases when we did make some progress we were criticized by members of the teachers' union. As a matter of fact, we were criticized for not having accomplished anything constructive when we got two extra positions for the school to be used in any way the school needed.

We were criticized by the chapter chairman of the United Federation of Teachers as not being working toward the best interests of the school, being criticized as being irresponsible and several other things we were called at a meeting.

I think this is a general thing. Students aren't respected. Students are told you are too young. You just go to classes. You don't care what happens in the school. I think, in this year, if things don't change, the students are going to give up.

I talked to the new president and he is a little worried about it. He says if he can't get cooperation from members of the faculty and the principal he is really going to begin to feel that maybe the people who are calling for tearing down of the school and breaking it up, maybe they are right.

I sometimes am getting to feel a little bit that way myself. We aren't getting any response from the people who are responsible leaders. Students haven't gotten that response. We are told we are kids. Just go to your classes. Get your credits, get your mark and graduate. That is all you are supposed to do.

If we don't begin to listen to students and respect us as students attending the school and realize that we have some interest in what is happening in the schools, I think the schools aren't going to make it.

Mr. BINGHAM. Mr. Faulkner, I think you said in your statement that where real serious crimes had occurred in the school that generally those were found to be people that didn't belong in the school.

One of the things you tried to do with the student patrol was to keep them out.

Mr. FAULKNER. Yes.

Mr. BINGHAM. Is the student patrol still going this year?

Mr. FAULKNER. As of now, no. There was no patrol last term when I left because, in effect, many of the students had to raise money for their household. We received a proposal from Albany that said we

could make proposals on how we would like to spend $10,000 in the school and our proposal was that students be given a stipend—not really be paid—but be given a stipend for serving on the squad.

Our proposal wasn't accepted. The students had to leave the squad. They said they don't want to leave. They still remained on the squad during their gym periods or maybe their lunch period but they had responsibilities at home so they had to leave in the afternoons which meant the school was virtually unsecure in the afternoons.

Another point I would like to make. Our principal left the school at 2 o'clock so we had no administration after 2 o'clock. There was nobody really running the school. The first thing teachers would do is run to their checkout point, checkout of school and leave. These are problems we faced.

Mr. BINGHAM. Earlier in the day we had some discussion about whether students in the high school would accept the parents from the community or the area to help with patrol activities to see that people don't get in that don't belong. What do you think about that? Do you think students would accept that?

Mr. FAULKNER. We would not accept that. In Clinton, for instance, we had students who were members of the football team serve on the squad and everybody knew who the members of the football team were and they were respected in the school.

If a guy on the football team said can I see your program card and he was known in the school, he was more likely to be treated as a security force. He was known as a member of the school who was simply trying to provide some service to the school and he was respected.

We do have two guards in the school. We have two guards who are in back of the cafeteria drinking coffee five periods a day. There were two persons who would walk around the hall and everytime there is a mugging they are never around.

They could have been done away with. I think the guards were put there primarily because of the union, but I think the money that was used for those guards could have been given to the students who wanted to go to college or help in their homes. We could have had students on patrol.

Mr. BINGHAM. I think there was one police officer who was there for many years who was highly respected and got along very well with the students.

Mr. FAULKNER. Yes. He left us to take another job. He was respected by the students because he was straight with us. He supported us, helped us out. He sat down with me and went over the whole thing and told me what the procedure was. He pointed out how we could file a complaint.

He was very helpful to the students. That is one reason why the students respected him.

Mr. BINGHAM. Thank you very much. I appreciate your coming.

Mr. PEYSER. Mr. Faulkner, before you leave, is there anything we haven't touched on here that you would like to tell us about the school situation or is it pretty well clear at this point?

Mr. FAULKNER. The major thing I wanted to get across is people are going to have to begin listening to the students because as I see

it, students aren't being listened to. They are being treated as people who do not understand the problems of the school system.

If people would just once, instead of listening to people who are interested in protecting the union or their particular interest group, if they would once listen to the students who are the most affected by this sort of thing and not say that we are not equipped to suggest things. I think this is a major problem.

We are not listened to. We are not thought of as being important in the school. Once that happens it will bring about the answer to these problems.

Mr. PEYSER. Thank you very much. Maybe you can convey back to your own group that at least you have given your message to a congressional committee. We have listened to what you say and will see what can be worked out. Thank you very much.

Our next witnesses are Mr. Bobby Rogers and Mr. Harvey Oostdyk. We are very pleased to have you with us.

STATEMENT OF BOBBY ROGERS AND HARVEY OOSTDYK, SCHOOL SECURITY ADVISORY COMMITTEE, HOLLOW ORGANIZATION

Mr. OOSTDYK. We have had some very brilliant opportunities over the last couple of years, but there is a lack of leadership and the fault goes across the board. I think the number one need in education in New York City today is for the leadership to stand up and say how it is to be.

Without this leadership there is a tremendous erosion. There are very few high school principals waking up in the morning who can't wait to get to their schools so they can make a great experiment. Most are just trying to survive.

I think the basic flaw is to realize the real cultural difference that we have between traditional middle class education and city schools in an urban area. Take Clifton, N.J.

The town decided not to have two high schools but rather one because it would hurt the strength of their football team and their band. You can still have a school system of 3,000 in a town like Clifton, N.J. and it will still function, but you can't have up to 6,000 kids going to DeWitt Clinton High School, or Evander Childs High School, George Washington High School and not have chaos.

It is simply because most of the students going there are not getting the basic supportive services met in their lives that are met in a typical middle class family structure. A lot of these kids don't have family doctors and lawyers. They don't have economic input.

Therefore, what we have is confusion. But we can get out of this. We have got to change our structure. The recommendations that we are going to make, Congressman Bingham, fit directly into your bill which we most enthusiastically sought.

In our judgment, there needs to be three fundamental changes. First of all, we have got to break it into small units. In most communities, if you take a Short Hills, N.J. or White Plains, N.Y. or Larchmont, you can't cut classes in those schools and get away with it.

In New York City you can cut any time you want. Less than half the kids in many schools don't go to school. We have got to get con-

trols back. In a middle-class community you can have algebra on the first floor and English on the third floor and expect the kid to get from one to the other.

Our suggestion is break down the schools into smaller units. It is impossible for the teacher to get to know the kid. Why not break it down into small units? Mr. Rogers is, right now, giving leadership to one of the most exciting experiments in the whole country in Harran High School where we have a high school that is being broken, for the first time, into 16 small units.

I spent all of today going around to the new alternative schools that the Chancellor has set up, 13 of them, where you have attempts to begin to have unity. DeWitt Clinton High School has a little alternative school that is just beginning.

We have got to get these schools broken down into smaller units with five, six, or seven teachers to X amounts of students. We can maybe begin to restore some kind of continuity and then maybe teachers can have faculty meetings and talk about the kids because they all have that same student in their class.

Until this happens we are going to continue to have chaos no matter what happens. Second—this speaks directly to your bill—we have got to begin to deliver systems right into these schools.

You can't get Johnny the services that he needs. The teacher who has to get it for him doesn't know how. The maze of poverty programs and city bureaucracy can't get the resource to the needs.

What we would like to suggest is that there isn't any reason why the security officer can't be multipurpose. It would be a tremendous upgrading of his own feeling of worth. There isn't any reason why security guards, if trained right and handled right and recruited right, couldn't become ombudsmen who would be able to deliver some of the social services that you would need.

There are tremendous legal, medical, economic needs, which are many of the reasons why the kids disrupt our schools. The last thing we recommended is that these small units be set up all over the urban area.

Many don't go to college because they don't feel it is isn't leading anywhere. Now the documentation on this is irrefutable at this point. In 1966 the Ford Foundation gave us almost a million dollars to the Urban League to begin Harlem Prep.

Postmaster Blount and Mr. Shultz of the Labor Department helped. The Post Office gave $4 million to begin postal academies, which were little alternative schools set up in six different cities and run by post office employees.

The youth worked in the post office at night and school during the day but the schools prepared them to go to college. We have seen situation after situation where small units have been put together where they work.

In terms of the paraprofessional security officer, there has to be tremendous upgrading on this. We can't talk about security people being on a per diem without any work in the summer. Why can't you have some sort of interlocking where the man can work all year round?

Why can't we begin to upgrade some of these men and women?

Many of them have the ability to become college graduates. This whole program could be an exciting infusion of all kinds of new life in the system. Bobby, you probably want to speak specifically on some things.

Mr. ROGERS. I was hired by Hollow to do some research on security guards in the board of education. We went to five schools. There was a committee formed by Hollow and a portion of Hollow called Street Workers, Inc.

The committee was made up of representatives from 10 large corporations. The corporations were Morgan Guaranty, Pfizer, Western Electric, Chase Manhattan, Bankers Trust, Alexanders, Bloomingdales and corporations of that nature.

My previous background: I worked in the street academies for 2½ years, both as a street worker and as a teacher. I was a business administrator for the 14th Street Academy which Mr. Oostdyk talked about.

After that, I worked with the mayor's office on the educational task force and had the opportunity to go into maybe 50 high schools and talk to many of the principals and find out some of the information that is really not distributed to the public about principals, their staff, UFT, students and what is really going on in the schools.

Also, I spent 7 months at George Washington High School, that Mr. Shanker talked about. During the course of time I was up there were about four principals. Now they have a principal up there who is very good. I think he is going to get the job done.

I was also at DeWitt Clinton High School on a few occasions. The recommendations that we came up with—the security committee which is made up of corporate people. First of all, the corporate people have 200 years of experience in security and what they came up with were recommendations for improving security within the board of education.

To preface all the recommendations, the security members felt it was very necessary to mention the fact that security is not the answer to the problem with the school system. Security is one of the effects of what is going on in the schools of New York City.

The reason why security in the New York City school system is the way it is today are: No. 1, in March 1968, the board of education found the need to put security officers in certain schools in the city.

Security guards were haphazardly put together. There was no orientation, no administration, very little direction as far as security guards were concerned. Training was mostly police oriented. They were very impersonal.

Many security guards were frustrated policemen and had no feelings about students and didn't care about students. Not until November of last year did they do something. Dr. Patterson has been trying to do something with security.

Mr. Oostdyk and the Harlem Street Workers, Inc., got to the Board of Education and get permission to do a study with the use of corporate people and we came up with 55 recommendations. Do you want me to read off some of the recommendations?

Mr. PEYSER. I would like some of them, not 55. If you would high-

light a couple of them it would be interesting. Do you have it in written form incidentally. You could let us have a copy.

Mr. ROGERS. What we have now is not complete. It has to be edited and some changes made so I don't have anything to submit.

Mr. PEYSER. I would appreciate, when you do have it, to send it to us in Washington to this committee.

Mr. ROGERS. Most of the recommendations are with the administration and training of security guards. Security guards didn't get trained as far as being personal with students and understanding their problems.

Most of the training was geared toward police-type tactics. There was very little criteria for selection of security guards. Some of the things recommended were development of a workable profile for an ideal security guard and should include things like attitude, personality, ability to relate, emotional stability, community background, skills and training.

We recommended that the total system of the board of education, which includes UFT, teachers, students, paraprofessionals, outside community, should be apprised on what the function and duties of security guards are.

This type of documentation was never done. Many of the staff and people within the school system don't know what security guard duties are. Most of the security guards don't know what their functions are and how they should operate in situations.

The training program that they had was something like 3 weeks training, 45 hours, and it wasn't in depth. We recommended that security guards be paid on an annual basis and there be some type of upward mobility built into their jobs so that they could be employed during the summer, possibly with city agencies who had security guards on vacation.

The attendance for security guards was very low because they were working on a per diem basis. They were not paid for school holidays. However, now they have a union. I think they are part of the Teamsters Union and they will be paid for 10 months a year and they won't be paid during the summer months.

There is also a recommendation that the name, security guards, be changed. They should be taught things about first aid and educated about the type of curriculum available in the school, being a kind of a helper as far as the students are concerned.

We also recommended that security guards be given some type of credit for the training they have from the board of education that would eventually lead to some type of career. We recommended that they be advised about the various colleges that offer careers in this type of field.

I think I should stop right now and maybe you should ask some questions.

Mr. PEYSER. What is your professional capacity? Are you a teacher?

Mr. OOSTDYK. I am the president of Hollow and its major functions are two. One is the development of street workers, which is attempting to professionalize the paraprofessionals. Second, is to attempt to take corporate resources and interface them with Government resources.

Mr. BINGHAM. I do understand you are very much in favor of this bill. The stress of your testimony is that the type of thing that could be done under this bill that is contemplated could really have a much wider effect.

Mr. OOSTDYK. Absolutely. Why put a man into a school just for security when there are so many other things he can do as well.

Mr. BINGHAM. But do you believe it is worthwhile to have a program that is aimed specifically to the security problems?

Mr. OOSTDYK. Absolutely. Again, it ought to have a greater encompass to it.

Mr. BINGHAM. Do you have any comments, Mr. Rogers, about the discussion we had here with some of the other witnesses on student patrols and using parents for this purpose?

Mr. ROGERS. That was one of the recommendations, that parents and community people be used in the schools as some type of security, also students and be paid some kind of stipend and be supervised by the security guards who have the proper type of approach toward security in the school.

This was one of our recommendations. I have some comments about things that Mr. Shanker said. As I said, I was up at George Washington for 7 months and I think he said some very good things. I can't take that away from him, but I think he oversimplified the purposes of some of the groups at George Washington High School.

He tried to make it appear as though these groups were receiving money and solely using the money to disrupt the school system. There were people working with the task force who had kids at these schools who also worked for the Bronx Teachers Association.

It wasn't as though they were complete outsiders. These people had kids there. He didn't mention the fact that there was a split between the Parent Teachers Association there because the controlling body was predominantly white and the student boyd was predominantly black and Puerto Rican and they split and formed another parents group which eventually became a table group. There was a big issue there for 4 months over table.

Mr. BINGHAM. Complaint table?

Mr. ROGERS. Right. What eventually happened was that the table was hardly ever used, but that is not even important. The fact is, those people were up there and the Federal funds that were used were not solely used to disrupt schools.

There was a book written. I agree on that, but there was also a pamphlet written which documented all of the incidents. There were some very bad incidents at George Washington High School that kind of blew up the situation a little bit more because this is available to all UFT members.

I think he said some very good things but there are people who should have been invited to this type of thing who have some insights also on what is going on and what has happened in the school. Maybe these people from the Bronx Parents Association should have been here.

Mr. BINGHAM. Are you familiar with the Bronx Parents Association as a group?

Mr. ROGERS. No. I know some of the members. I was on the

premises for 7 months and a few times I was there and they entered the school for whatever reason it might have been, I was there and I couldn't say truthfully that all the parents that came up there were from the Bronx Parents Association. He wasn't on the premises so I can't see how he can say that. I was there.

Mr. BINGHAM. In what capacity were you there?

Mr. ROGERS. I was on the Mayor's Educational Task Force which was a group organized to try and find out what was going on in the high schools. We did some things a lot of people don't know about.

We gave information about principals who were totally ineffective and inefficient. We hope we will eventually get some of them out of there. You mentioned something about civil service. I am not anti-civil service, and then I am not procivil service.

I think within any system you have some inequities. The inequities of the civil service system in relation to teachers is that teachers, regardless of whether they are competent or incompetent, once you have a certain amount of tenure you can't move them.

What has inevitably happened is, throughout the system, not only on a teacher level but on an administrator level, if a teacher is incompetent he is placed in another district. The same thing is true as far as administrators are concerned. You have numerous allegedly incompetent superintendents who are moved. It is like a cycle.

I think it is an inequity as far as civil service is concerned.

Mr. BINGHAM. Thank you.

Mr. PEYSER. Mr. Rogers. Safety is the kind of thing that affects education. The students feel insecure and the teachers feel insecure. It is very difficult to learn in this kind of atmosphere. From your observations, how would you approach the safety problem?

Mr. ROGERS. I think it has been perpetuated through the news media and other influential areas. For instance, the principal now in George Washington I think is a very good principal in that he is a good administrator. He can handle problems when they come to him as far as students are concerned.

He has a charisma. He is able to handle people and sit down and discuss problems at his particular institution. Just the other day when school opened on a Monday there was a big thing on TV on ABC about George Washington High School about the problems it had last year and the fact that the rain might have quelled some of the disturbances that occured.

It seems as though the public is not giving George Washington a chance.

Mr. PEYSER. Maybe you are answering the question for me now. Are you saying that concerning the safety problem of harrassment, in effect, some of the statistics we have been looking at here are not as bad as are being painted? I am trying to find out what the problem is.

Mr. ROGERS. What I am trying to say is the answer to the problem is not security. You can have the most efficient and effective security forces in the school and it will continue to get worse if you don't have innovative education. It is a problem but it isn't what you have to concentrate your efforts on today.

Mr. PEYSER. Would you be in support of the approach we are

taking now, Congressman Bingham's bill, which is aimed primarily at the safety factor?

Mr. ROGERS. I am not really sure I understand. I am in support of it but I see a greater need for moneys going other places. I see there is an immediate problem right now which is security but the long-range goal should be a concentration of innovative education, not only in the high schools, but especially in elementary schools; kindergartens and things of that nature.

In the past week I have been over to Harran High School and we were going over the records of students there and believe it or not I didn't see but one reading score there that was above seventh grade. All the other reading scores of those records we were looking at were like 3.9, 3.2. This is Harran High School.

It is not the best high school in the city but I would say that 90 percent of the records had very low reading scores and if we are going to handle the problem of education, I think there is an immediate need right for reading.

We should really do something about kindergartens and grades one through six because in 10 years those students are going to be in our junior high schools and our colleges.

Mr. OOSTDYK. Let's have a real programmatic solution.

Mr. PEYSER. As the chairman stated earlier, there are several major goals our committee directed to the much larger problem of education and curriculum and subsidy for school programs, which is what we are basically aiming at.

This is more specifically aimed at the problem of the safety issue.

Mr. OOSTDYK. I spent this whole past week in schools and have seen a lot. There isn't any question we need security people in the schools. It has got to be the right kind. I hope they enter into a real program of change.

Nobody has got an idea how we are going the turn these things around. If you think we are going to put more and more guards in, no, I don't think that is the flavor of what you are saying.

But what we do need is these translaters, someone who knows the languages, two cultures. I have never yet seen one in the school. In George Washington there is a faculty of 200 with maybe 15 black teachers. Many teachers live 15 miles away from where they work.

I think that we have to have a translater. But in getting that translater, he is part of a larger solution.

Mr. PEYSER. We thank you very much gentlemen. Out of necessity, we have got to call this hearing to a close. I thank you all and Congressman Bingham for participating.

(Whereupon, at 4:40 the hearing was closed.)

THE SAFE SCHOOLS ACT

FRIDAY, OCTOBER 22, 1971

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION,
OF THE COMMITTEE ON EDUCATION AND LABOR,
Boston, Mass.

The subcommittee met at 9 a.m., pursuant to call, in the John F. Kennedy Federal Building, Boston, Mass., Hon. Roman Pucinski (chairman of the subcommittee) presiding.

Members present: Representatives Pucinski, and Hicks.

Staff members present: John F. Jennings, counsel; Thomas J. Gerber, staff assistant; Dennis Taylor, minority counsel.

Mr. PUCINSKI. The committee will come to order. The General Subcommittee on Education is continuing today a series of hearings on the Safe Schools Act, H.R. 3101 and H.R. 10641, introduced by Congressman Jonathan Bingham from New York City and cosponsored by me and Congressmen Badillo, Perkins, and Scheuer and Congresswoman Hicks. The purpose of these bills is to assist school districts in reducing crimes committeed against children, faculty members, and employees in elementary and secondary schools.

The General Subcommittee on Education is especially interested in these bills because of hearings we conducted earlier this year on the extension of the Juvenile Delinquency Prevention Act. During the course of those hearings we heard of a rising wave of crime in our schools, a phenomenon which is jeopardizing the very process of educating many of our children especially in the ghettoes of our large cities.

These findings were corroborated by a survey conducted by the Senate Subcommittee on Juvenile Delinquency of one hundred and ten school districts during the 1969–70 school year. That survey showed that crimes committed in schools have more than doubled in the last 5 years. Some of the more startling increases are as follows:

Robberies increased 306 percent, narcotics 1,069 percent, crimes by nonstudents 2,600 percent, and assaults on teachers a staggering 7,100 percent. We are particularly concerned with the growing tide of assaults on teachers in the public school system.

Our hearings in New York City a few weeks ago showed that so far this year 67 teachers have been assaulted seriously, 27 had been raped. In one instance, they threw lighter fluid on a teacher's dress, and then lit it. This is the kind of violence we are concerned with.

At the subcommittee's first hearing held in New York City on September 17, we heard from administrators, teachers, and students of the city's public school system. Their common conclusion was that a wave of crime was sweeping the schools and that much of it

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was directly related to narcotic use and to the presence of outsiders in school buildings.

A report conducted for the school board, "Stability and Deception in the Public Schools of New York City," concluded that the best means for dealing with this crime was to hire more and better security guards, additional school aides, and additional guidance personnel, and to seek smaller school populations and facilities for pupils unable to adjust to the school.

The subcommittee is here today to hear testimony from local school administrators, students, and other officials on whether there is a need for this Safe Schools Act or some other act which would assist school districts in coping with the rising tide of crime. Our primary emphasis will be on the Boston schools, but we have also scheduled witnesses from Springfield, Mass. and Providence, R.I. in order to obtain a broad scope of expert opinion.

We are concerned with perhaps one particular statistic, that as far as we can ascertain last year vandalism in the public schools of America cost the taxpayers of this Nation in excess of $200 million. We are very pleased to be here this morning. Mrs. Hicks is with us today, and I wonder if she would like to add to my opening statement.

Mrs. HICKS. First of all, I certainly want to thank you for coming to Boston and bringing this bill before the people who are concerned with the problems of violence in our schools. We know here in Boston that we have done little or nothing relative to the construction of new schools on a high school level or even an addition to high schools, so that they have left our high schools overcrowded which seems to be the basis of our problems. Last year, October 1, 1970, I appeared before the school committee because we were gravely concerned relative to violence that was in the schools of Boston at that time, and I asked the school committee to set up an unpaid commission that would study the violence in the schools, and I am happy to say they did this and that we do have someone from that committee who will come before us about the findings of that particular report.

I feel the only way we can combat this is by the State, Federal and city government all joining hands in order that we can give to our boys and girls the quality education. Again, on behalf of the people of Boston, we welcome you here, and we are grateful to you that you will come here to listen to the testimony from our people who are gravely concerned about this problem in the Boston public school system.

Mr. PUCINSKI. Thank you, Mrs. Hicks. I am pleased to have here our General Counsel for the committee, Mr. John Jennings, and also attorney Dennis Taylor representing the minority on the committee who is here with us today. Our first witnesses will be Mr. Douglas Foster, headmaster of the Jeremiah Burke High School of Roxbury; Mr. John Best, headmaster of Hyde Park; Dr. Charles M. Bernardo, superintendent of schools, department of public schools, Providence, R.I.; Mrs. Will Ella Brown, principal, Martin Luther King Middle School, Roxbury; Miss Mary Consodine, headmaster, Girls' High School of Roxbury; and Dr. John Deady, superintendent, Springfield

public schools, Springfield, Mass. We are very pleased to have this very distinguished panel before us this morning, and I would welcome you to the witness table, and would suggest that perhaps we let you make your opening statements in any manner you will wish, and then we will have a chance to develop some of the questions. So, why don't we start with Mrs. Will Ella Brown.

STATEMENT OF MRS. WILL ELLA BROWN, PRINCIPAL, MARTIN LUTHER KING MIDDLE SCHOOL, ROXBURY, MASS.

Mrs. BROWN. I represent the Martin Luther King Middle School in Dorchester. We have a student enrollment of 823, approximately 200 more than our top enrollment last year. We are located in the heart of a ghetto, and we have all of its attendant problems. We had a staff of seven to one, 23 of whom are black. We have been hit from two angles this year. We have an increased enrollment, and we have a reduction in staff, and by staff, I am referring to both teachers and aides.

The mailer's austerity program as well as the loss from the Federal funding has caused a reduction in staffing and in the services which we could provide for our students and the community. As a result, we have many critical problems this year that we did not have in years past. Thank you.

Mr. PUCINSKI. Perhaps we could now hear from Miss Mary Consodine.

(Prepared statement follows:)

PREPARED STATEMENT BY MARY A. CONSODINE, HEADMASTER, GIRLS' HIGH SCHOOL OF ROXBURY

Since the copy of H.R. 3101 reached me late this morning at school, I have had little time to study it with a view to preparing written testimony. Certainly the purpose of the bill as stated on page 1 is commendable. Safety from disturbance, organized demonstration, and crime or threats of crime is indeed a requisite for teaching and learning. Where pupils and staff are located and known to be located at specific hours in specific buildings, they can, become targets for violence in such forms as attack, breaking into a building, arson, theft, repeated disruption of classes. The maintenance of security by the presence of police and firefighters is naturally welcome when needed, but it is not the long-term answer.

A relatively small number of pupils or outsiders bent on trouble, the presence of pupils incapable of learning in normal classes and therefore frustrated beyond self-control, the presence of pupils emotionally upset for whom other instruction and space have not been provided because of lack of funds, and the lack of more professional staff trained for the control of crime and its causes, and of enough paraprofessionals to aid building security—all these causes of disruption could be dealt with in whole or in part by funds now lacking in local budgets.

Without going into detailed specifics, let me mention a few types of disturbance that have hurt my own school greatly since the beginning of the school year 1970–71.

1. *Fires and fire-alarms*—There are 20 fire-alarm boxes in the building, the number of which I have been assured cannot be reduced. By law we must evacuate the school at each alarm. There were about 100 alarms sounded in 1970–71 and 20 since Sept. 8 this year; last year we had days with four and six alarms. We become targets in the street for roving gangs who shower the girls and teachers with rocks. With a reduced and improved fire-alarm system we could carry on far better educational instruction; with security aides we

could watch boxes and stop entry by some who break in for the purpose of emptying the school.

Ten fires of serious proportion and 22 of lesser proportion have occurred at Girls' High School since September, 1970. There were and are arsonists in the school population. Funds are needed to set up some type of punishment and/or help for such people. As things stand now they are often only transferred to another school.

2. Three have been 12 cases of assault and battery on staff members in 2 years, 3 by strangers, 1 by a parent, and 8 by our pupils, and several by pupils on pills. The pupils are returned to school by the court in most cases, again with a change of school, but not a change of behavior. The provision of funds to treat these disturbed girls is a necessity; staff and buildings must be provided and with reasonable speed. They might take the form of model or demonstration programs funded by the government, as explained in Section 12, of H.R. 3101.

These are not the only causes or types of disturbances of the educational process, but they are among the most disruptive for every pupil's education.

STATEMENT OF MISS MARY CONSODINE, HEADMASTER, GIRLS' SCHOOL OF ROXBURY

Miss CONSODINE. I am Mary Consodine, headmaster of Girls' High School in the Roxbury section of Boston. We had a relatively quiet and easy life until about the beginning of last school year, at which time, like a ton of bricks, violence and difficulty descended upon the school. We are not a very large high school. Our enrollment is about 500. It is down to about 50 from the expected enrollment. We have a staff of approximately 18 to 20 students to a teacher. We always have an excellent staff.

We have become a district school since we were moved sometime back. Most of our students come from Roxbury and the South End. This has caused some of the difficulty because there has been community involvement. We are so close to the Dudley Street area that it causes confusion.

Mr. PUCINSKI. Mr. Foster.

STATEMENT OF DOUGLAS FOSTER, HEADMASTER OF THE JEREMIAH BURKE HIGH SCHOOL OF ROXBURY

Mr. FOSTER. I am Douglas Foster, the headmaster of the Jeremiah Burke High School in Roxbury. Prior to accepting my present position, I was assistant headmaster for the school for the last two and a half years. Currently, I have been deluged with multiple fire alarms since the second day of school, and because of the involvement of pupils and faculty trying to cope with the upsetting situation as brought about by this, the school has had difficulties and we are trying to get at the grass roots of the difficulty. I find that looking as far back as I possibly can, that perhaps this stems from the way young people at the senior high school level try to cope with difficulties. If you go back into the elementary level, you find out that young people have to make simply one adjustment, and this one adjustment is one with the teacher who teaches the youngsters all subjects. When they get to the senior high school level, they have to make multiple adjustments, and we are trying to get at the cause rather than trying to treat symptoms. I think much more research

will have to be done from the Department of Health, Education and Welfare to find out how the young people are growing up today.

Now, answering to the violence in schools, yes—we have had difficulty inside the schools. Not too long ago, we had an episode in which a disturbance took place at the housing project, and this disturbance caused girls and boys from other schools to appear in front of our builiding, and they were equipped with chains and baseball bats and other weapons, and this brought about quite a disturbing day. Situations such as this develop because of our proximity to Dudley Street station and school areas in the vicinity.

Now, we have to receive pupils from the Martin Luther King School, the Franklin B. Thompson, and other schools, so we are the receptacles from grade eight schools and the 10th grade as junior high schools. Again due to the fact that the mayor had to bring up an austerity program, we are under staffed and because we are understaffed, it is most difficult to cope with the problems that occur in the schools. There are many people-teacher confrontations during the day, and the staff we have, try to cope with this as best they possibly can.

Later on I would like to go through section 7 of the bill, and through the subcategories in it and respond to how these things will help us.

Mr. PUCINSKI. Thank you. Mr. Best.

(Prepared statement of John Best follows:)

PREPARED STATEMENT BY JOHN BEST, HEADMASTER OF HYDE PARK HIGH SCHOOL

Our function is one of education. This function can be carried out efficiently only if we can proceed with the assurance that the safety of our students is guaranteed. Our task, in truth, is a two-fold task. Our children have the right to an education. We cannot tolerate situations that can in any way interfere with this right.

Perhaps the only way we can proceed to eliminate the dangers to the safety of our students, staff and facilities is to determine the causes of these dangers. Any situation, object, person or procedure that could in any way be suspected of contributing to the dangers, in a small or large fashion, should be studied. A small contributor to danger, left unchecked or unchanged, can, and probably will, become, in short order, a large contributor. Our efforts to eliminate potential sources of danger to the safety and security of children, employees and facilities must not cease or even diminish until we have succeeded.

Perhaps the greatest ally we could enlist in this fight is the parent or guardian who is willing and able to train the child to respect the rights of others. If this training had been complete in every case and effective in every case we wouldn't be sitting here today. We cannot go back. We cannot delude ourselves. We cannot pretend that that Utopia is upon us. The facts and statistics scream too loudly that the problem exists; it is a serious problem; it is, worse, a growing problem. We have no choice but to contend with it and to try to effect a solution with whatever means are available and workable. None of us will contend that H.R. 3101 is a panacea. This Bill can help. Help is needed. The professional staff in the school will continue, as always, to be concerned with the safety of the children and with the proper education of the children. This is their commitment. They will not shrink from this commitment. They will not be discouraged, even though, at times, the job can tend to be discouraging.

In order to keep abreast of situations that develop which could become or lead to threats to the safety of the children, employees or facilities, administrative personnel have to be available. One of our most pressing needs is in

this area. We are operating a school with a student body of 1,650 students in Grades 10, 11 and 12. We have a building that could house efficiently no more than 1,400 students. This situation in itself is a problem that could contribute to a threat to safety because of insufficient administrative personnel to deal with and keep abreast of problems. We should have three Assistant Headmasters instead of the one which we now have on our staff. With the additional administrative help we could handle the many situations that develop with greater immediacy. Postponement of action necessitated by the administrative staff limitation can result in the situation growing and possibly getting out of hand.

Certain areas in the building, by their very structure and location, can become an encouragement to those who tend towards violence and who fail to consider the rights of others to attend school in safety. With the overcrowding that taxes the plant's facilities this becomes even more of a threat. The cafeteria, for example, is not conducive to a pleasant and frienly period of dining. The furniture available to the five hundred or more students there at one time is woefully inadequate. It is old, dreary, institutional in design. The room is discouraging. The sole redeeming feature is the lighting which recently was updated. The kitchen itself along with the food preparation area presents a daily challenge to the cafeteria staff. It continues to amaze me that they can operate so efficiently with the lack of any conveniences in equipment and space. The entire cafeteria, dining area and kitchen, should be replaced with modern facilities. A pleasant dining situation can have an effect on the attitudes of the diners. The results of the modernization of these facilities can only be positive.

We hear much and we speak much about the merits of educating "the whole child." The value of physical fitness and physical education is not in need of my support. The replacement of obsolete physical education facilities is one of our concerns. We have large physical education classes. We have inadequate space, not just for the conduct of the program, but also for shower and dressing facilities. The situation becomes more ominous when we think in terms of the excellent opportunity that becomes available for those who would be tempted towards invading the personal possessions or persons of others. A new gymnasium for boys and a new gymnasium for girls, with proper shower and dressing facilities, designed so that surveillance by the assigned personnel would be possible at all times, would help to eliminate one more source of temptation towards the invasion of the safety of students.

As we all agree safety of the children is a foremost concern for all. Safety for the children, employees and facilities means safety, not just from crime, but also from injury that could be caused by situations or persons or facilities that could conceivably contribute a threat to safety. Obsolete science laboratory facilities can be hazards even with monumental attempts on the part of the staff to protect. We desperately need a complete renovation of our science laboratory facilities.

The personal contact between students and trained staff counseling personnel can be one of the most effective methods of heading a student in the proper direction concerning his obligations and rights and the rights of others. We are fortunate that our staff has the dedication and background that is valuable to this end. We are unfortunate in that our staff is not sufficiently large to give the needed personal guidance and counseling to such a large student body. Our Guidance Staff numbers four professionals, and these counselors are totally without secretarial help which means that they get bogged down with correspondence and other paper work and become increasingly less available to students. This situation must be rectified if we are to try to reach students before we are forced to reach them.

The Headmaster, too, gives up opportunities to make more personal contacts with children because of clerical work that must be accomplished without an adequate number of secretarial personnel in the main office. We have two full time secretaries. We need at least three to handle the work load. Additional secretarial help would release the headmaster for greater periods of time from office duties so that he could be more readily available to students who should receive more of his attention.

If Federal money is available for a concentrated program of educating parents concerning their responsibilities in contributing to the development of proper attitudes on the Administrative staff must be increased. Guidance staff must be increased and secretarial help provided. Professional staff of psychiatric social workers should be considered. Plant facilities must be updated.

STATEMENT OF JOHN BEST, HEADMASTER OF HYDE PARK HIGH SCHOOL

Mr. BEST. Mr. Pucinski, my name is John Best, and I am the headmaster at Hyde Park High School, Hyde Park, Mass. I have submitted a statement to the committee, and I am sure when you read it, you will see many things that I will not take time to discuss at this moment. There are a few points I would like to bring out. We are suffering from the same things the others are suffering from —lack of funds. We are in the middle of this austerity program, and it has caused us to tighten up considerably. It has taken us time to oversee the situation. We have problems in our schools too. I am not here to rehash these problems. My approach this morning is more a positive one.

I would like to talk in terms of what we can do. I know that we can't eliminate the attitude that some of the youngsters have developed over many years growing up. I hope your committee will take a serious look at trying to see what we can do for the 5-year-old youngsters. I have been with high school youngsters for 23 years in the Boston schools. I am not tied into social work or psychiatry, and yet I can see that many of the problems can be traced to youngsters who are not thinking rationally. I think one of the needs is for trained professional personnel who could recognize the youngster, who is potentially a problem and who could conceiveably become involved in trouble. I think we need a department in the city schools with personnel in the schools where the youngsters can be identified.

You talk about the frightening statistics of crime and vandalism in the Boston schools. I think that the statistics could lead us to think in the direction of what we can do to try to prevent these statistics from repeating themself. Many of our problems develop from what may seem to be minor problems. I can see situations developing which if not checked could very well lead us to serious problems, and now I am talking in the area of available personnel, not necessarily classroom teachers, but administrative and guidance personnel who could devote their time and efforts to resolving some of the problems and straightening out the youngsters' thinking, and hopefully to eliminate the big problem that could develop.

At my school we have 1,650 youngsters. The school could accommodate up to 1,400, so we are overcrowded. The overcrowdedness leads us to something violent in itself. We need, I would say, three assistant headmasters in that school to solve problems as rapidly as they can. We have one. This is a situation that I am sure can be blamed on the austerity program and the lack of funds available. We have four guidance counselors in the school. We can use more than that. The guidance people devote a lot to the secretarial work. We have a lack of secretaries. We have some school aides, and they came shortly after the violent confrontation 3 weeks ago. Their presence is a help. We don't have security guards. They may be useful, too.

There is no doubt that outsiders contribute a great deal to the problems of our school. Around the city they seem to appear rather quickly when trouble is growing. They don't help at all. They encourage youngsters to get involved in demonstrations and unrest.

All of the things I and the other speakers talk about boil down to the lack of funds to implement the things we need. We are in the situation, and we see the needs, and to often we are helpless because we haven't got what we need. We hope some of the funds will be forthcoming to help us solve these things before they start again. Thank you.

Mr. PUCINSKI. Dr. Bernardo.

STATEMENT OF DR. CHARLES M. BERNARDO, SUPERINTENDENT OF SCHOOLS, DEPARTMENT OF PUBLIC SCHOOLS, PROVIDENCE, R.I.

Dr. BERNARDO. Thank you, Mr. Chairman. It is a pleasure for me to be here today. I am Dr. Charles M. Bernardo, Superintendent of Schools, Department of Public Schools, Providence, R.I. My remarks will be from a different perspective, that is, the perspective of the superintendent difficulty. I would like to restrict my remarks to three sections, one the magnitude of the problem as seen from the superintendent to some humble gestures dealing with causation and general reference to needs.

We had three major outbreaks in the high schools, the most recent one involving 600 youngsters in what I would accurately label as being a riot on October 4th of this school year. In the last half year, and in addition to these three major outbreaks, we have had an adult takeover of the middle schools. There is continuing evidence of individual and small group assaults on the faculty. Despite the above description it has to be stated that these episodes do not characterize the general mode of our 50 schools. We have been eminently successful, for example, in desegregating our schools. The most recent phase of which was the desegregation of five high schools and one small experimental high school beginning this September.

Relative to causation, I must say they are community based problems. The research shows, for example, that disruption often immediately follows the desegregation of a school. We found our most recent outbreaks did not involve youngsters who were directly involved in the desegregation or busing of youngsters. I am a strong experiment of desegregating the schools, and my theory of these disruptions are emerging from community based problems and racial problems rather than from the youngsters. Mention was made of nonstudents. Our most recent episode was tied to nonstudents. We have a job placement for nonstudents within Central High School, the school where we had our most recent problems. The police were called in and I ordered the removal of those officers.

With regard to our responses, we have basically moved towards increased student dialogue. I closed the school in question for 1 week and refused to open it unless the community board, the student board, selected by the pupils, gave me an assurance that the school could open adequately as opposed to the options that were open to me. The kids then took control of the situation with administrative guidance, and I was involved in this every minute and every hour of the negotiations, and the school has reopened. I believe the prognosis is good. I would not want to hazard a guess to the future.

In the increased paraprofessional assistance, we have not moved

toward the security guard option, that we have increased human relations personnel with increased sensitivity training and we are aware of the necessary situation. We have placed increased emphasis on student involvement in the decisionmaking process, however, we have maintained cooperation with the police department and do not hesitate to call in police officials when necessary. We developed cooperatively a disruption policy and procedure, and we are able to apply it at a moment's notice.

With regard to needs, I would merely summarize by saying that we should not be fooled that increased funds for control mechanism alone will solve the problem. I maintain that increased funds are needed for the increased paraprofessional staffing, and over the long term a fundamental reform in American education, a fundamental reform in education is needed. It should be in my judgment by human resources, and I would envision such humans covering the urban centers across the Nation by the year 2000.

Mr. PUCINSKI. Thank you very much. I think that we have gotten an excellent bird's eye view of the extent of the problem. I would like to go into some details now if we may. Does anyone here have any suggestions since we always have to deal with physical matters at the congressional level. What is the cost of it in terms of dollars and cents if there is an estimate? What is the cost to the tax payers because of this student violence? I used the figure earlier that we estimated the cost to be about $200 million a year to replace the damage done through vandalism. I was wondering if any of you have an estimate, and, of course, this is not the most important factor, but do any of you have an estimate of the cost ratio? Would you say the cost is high?

Mrs. HICKS. We could get this information for you from Mr. McCabe. I know it has been very high relative to the breakage of glass and destruction in the schools.

Mr. PUCINSKI. I wonder if I could find out something on what does this mean in terms of interfering with the educational process. Mrs. Hicks talked about the fact that this kind of violence and the disruptive attitudes of the disruptions in the school program do have an adverse effect on the entire learning process. Would anyone want to give us an estimate of that?

Miss CONSODINE. Yes. In the statement which I gave to the committee this morning, I have mentioned several things in the girls high school that have been the cause of disturbances by outsiders and pupils. For example, on the question of actual attacks, there has been something like 15 attacks on teachers in 2 years, three by strangers, one by a parent, and eight by our pupils, and several by pupils on pupils. These attacks have been unprovoked. They are the results of extremely violent ideas in the kids' heads to take care of the problem. They feel this is the way to take care of the problem in the school.

On the question of vandalism, during a meeting of pupils in which they seized the auditorium last year, the spines of the chairs were broken, the glass in the corridors was broken, and windows were broken. There has been a rash of vandalism in the sense of stealing equipment, and the building itself has suffered from abuse

in the sense that where we always have had a very clean building, we do not have a clean building now.

On the question of fires, I made the statement in my material to the committee that last year we had over 100 fire alarms in the school in just one 180-day school year, but actually we have had four and six and as many as 10 in one day. In a five-story building, this means bouncing up and down the stairs for four to six alarms a day. This destroys the whole day. Actually, we have had fires in the school as well. Some of them were quite serious, in which rooms have been destroyed, parts of a storage room with biology material in it were destroyed, the wooden casings of the various window frames in which fires have been set in the basement and locker room, and most frightening of all the pouring of gasoline on the floors of locker rooms so that fire would spread more seriously. We had at least 16 known fires in laboratories and locker rooms, and several times the danger has risen by the spreading of such things as oil. There is a complete loss of control when the fire alarms continue as they do. Most of them are issued by pupils in the schools. Some, however, are issued by pupils who enter the school.

Frankly, I feel the use of an identification card would be an extremely good thing. I think it should be far more broad spread, because people who are there are there with bad intentions. Last year we had a long year of fire alarms, and this year we have had 20 starting with the second class day of school. The worst occurs when the pupils have sitins because of the fire alarms. When the youngsters go up and down four and five flights of stairs, they get tired and we had sitins which are dangerous. On one day we had four minor accidents, but on the other hand there are accidents because the girls are not able to get down the stairs. I have had occasion to call the police into the building in order to open the exit areas.

On the question of fighting which was mentioned also, the thing that happens is not fights within the school. It is gang warfare which is brought to the school. We have had examples of this where there is a fight which is on private matters, which could concern boyfriends. However, since the pupils attend the school, they feel this is the place to carry on the fights. This is a very serious matter because we are very close to the Dudley Street station. This is an area in Boston in which there are always police when the children are going in and out of school. It is the center point for the children to get to and from school. They start out at this station and go on their way from there. This has brought many fights into the streets. We are probably three blocks away from the station. This, of course, gives a very bad impression for the school, because these are not fights from our students.

We need security within the school. We have only four aides in the school and cannot have more because of the lack of funds, and with four aides in a five-story building, it is very difficult for them to maintain order, and there certainly are not enough of them. We need the funds that presumably this bill might provide to help us get security in the school and the psychological help in the school that we need. For children who are retarded and because of their frustrations, these pupils get into a real difficulty. I don't like to

present an all-negative attitude, but I do feel that if the funds can be provided as I said in my paper, we could bring about something which would help with stopping the disruption of classes. If the disruption of classes could be stopped, naturally the education of the pupils would be improved.

Mr. PUCINSKI. Dr. Bernardo talked about human resources and the various other efforts that he would like to try to get at the real cause of these disturbances. I wonder if we can direct our attention to the panel as well as yourself as to what would be an effective way of dealing with this problem. Why don't we start right here with Mrs. Brown, and go around and see what in your judgment is the most effective way of dealing with this problem. I think you have made an excellent case in showing the dimension of the problem and it fortifies what we are finding in other parts of the country. This is a very serious problem in the education system. If these funds were forthcoming, whether it is out of this bill that is before us here or another bill that is now unfortunately stalled in the House, the other school aid act which has $1½ billion of funds available very quickly for much of the problems, and how would this money be spent to bring about some sort of a change in the schools? Mrs. Brown, suppose we start with you.

Mrs. BROWN. I don't think there is any one answer. I feel we must address ourselves to a number of methods. My colleagues on the panel have voiced my problems. Our problems are similar throughout the city. I feel that security around the building would be most beneficial for us at the Martin Luther King School, if we had moneys available to us so that we could involve the community more.

Now, I have with me this year a rather small group, but a very conscientious group of parents volunteering their services to help, and I would like to be in a position to offer them something so that they will have the incentive or they can feel that they are not being used in the school building. Oftentimes when I have approached individuals about help, I have heard the average old cry that it is the school department's responsibility to take care of its needs, so that I can only count on volunteers for just so long. I don't know whether Miss Consodine has that problem. I have three aides in the building. As I said, I have an increased enrollment, a reduction in staff, so I am expected to produce if not more results certainly the same results with less funds and less bodies to produce the same amount of work. I would like to feel that the agencies funding could come from some source to help us out.

Most of our problems center around outsiders. Since the beginning of September, we have had 17 false alarms. For the past 2 days we did not have one on Wednesday or Thursday. On Tuesday, we had four.

Mr. PUCINSKI. Are these false alarms or bomb scares?

Mrs. BROWN. Fire alarms.

Mr. PUCINSKI. Do you have bomb scares?

Mrs. BROWN. Not yet. Teacher enrollment is at its lowest. Members of the community are concerned because there is no way we can possibly make parents feel that the false alarms, the many, many things that they hear, are not really directly responsible to

local administration. Parents feel that it is the fault of the school when things go wrong. They are not taking into consideration the outmoded physical plant. We have eight exits, and we have no one to keep those exits manned. I have three aides, and I cannot possibly cover every door, and as Miss Consodine has suggested, there are some students in the building who are more than willing to admit outsiders. When we go outside for a false alarm, waiting for clearance to reenter the building, many times we have the hard-core groups that come out, the trespassers, and it is easy for them to mingle with the students and reenter the building when we come back, so when we get back into the building we have the very troublemakers we try to keep out, so we have a multitude of answers and there is not one answer only.

Mrs. HICKS. Have the outsiders been arrested?

Mrs. BROWN. Yes and no. We called the police, and the time that elapses between the time of the call and the time they arrive, this leaves much to be desired. In most cases when the police arrive, the intruders have disappeared. There is something uncanny about the arrival of the policemen at the building, whether he comes in plain clothes or in a uniform. The word spreads: "The fuzz is here." That is the way it is generally expressed among the pupils. Within 2 seconds after the officers leave, then the same intruders are back around the building. We have had on the 24th of September a serious incident, perhaps the most serious since my being at the King School. We had an intruder come at the close of the school and assault four teachers and one student. I am not at liberty to discuss that right now, but from this point on some students felt that we—well, our teachers have been beaten up and nothing has happened. Many of the teachers felt that not only has the school department sort of deserted them, but also our judicial system.

Mrs. HICKS. What you are saying is the fact that after the assault is done on the teacher, that you are not getting the cooperation from the school department or the cooperation from the judicial system to help you?

Mrs. BROWN. I am saying that they are getting cooperation, but not as fast as we would like. It is important for the teacher or student to have faith in a system that permitting something to happen and 5 or 6 weeks later you still hear nothing, and you have all the evidence, the guilty persons are literally given a slap on the wrist and left free to do more of the same.

Mrs. HICKS. Do you think that part of the problem is that we don't have real tough laws relative to intruders in our schools? Now it is just a misdemeanor and possibly it should be made stronger if you commit an assault on a school or a teacher?

Mrs. BROWN. That could be part of the answer.

Mrs. HICKS. I have felt for a long time that we should take our schools and make them a sacred school like the Federal buildings. As we are thinking in that respect, we could suggest this to the Legislature to make the crime much more serious in the eyes of the law because it is very important to people like yourself.

Mrs. BROWN. I concur.

Mr. PUCINSKI. Is this the general feeling of the panel, that perhaps

we treat this problem too lightly? Now, we have had hearings, and there is more and more testimony that much of the turmoil in the schools and much of the violence is triggered by nonstudents, unauthorized personnel who infiltrate into the schools as Mrs. Brown said during a fire drill or various other ways, or opening the doors and letting them in. Is it the general consensus of the panel that tightening up our laws relative to trespassers on school property, particularly during the school day, and are contributing toward this turmoil? That such laws ought to be tougher? Would this help eliminate the outside intruders as a source of your problems? I was just wondering if we can have some expression on this point.

Mr. BEST. Sometimes these intruders are not the individuals who actually perform the assault or vandalism. Sometimes they are much more subtle than that. I have had the experience of outsiders getting into the building, and they are well aware of their legal situation. I have been very fortunate with the intruders I have had in the building. I speak to them very carefully to leave the building. If they don't leave, I say I will have them arrested. With that, they have left because they know that this is the way that you inform them that they are in violation. Now, these intruders generally I have found to be older, perhaps in their early twenties. They teach the youngsters not on the scene but outside of the school. They instruct them and train them in how to cause destruction and what to do to get a mob started. Now, the human is a curious animal. The teenager is perhaps more curious, and if some disruption starts, the youngsters are on the scene not because they want to be part of the disruption but because they want to be where it is happening, if that is the expression, and they are not doing any harm because of disruption. They are just there and curious. If you have a situation where there are 400 or 500 kids, most of whom are most likable teenagers, but who cannot resist being curious, and the outsiders, who teach the kids what to say, and where to say it, and to whom to say it, and they cause disruption in this manner. I have had no incidents of an outsider actually performing a violent act in the school myself. I am sure it has happened, but not to me.

Our problem is a twofold one. We are talking about immediate cures if that is what we need, cures. We are talking about long-range prevention of these situations, and I will refer to something I said in my opening remarks. The education of the adult community in proper attitudes which can be transferred to their youngsters, not the 16-year-olders—the 5-year-old children—this will give us some benefit in the long run. The attitudes are tough to change. It is hard to impress on a youngster's mind how he should perform. The kid is very well up to date on his rights, his human rights, and he forgets about the rights of others. This is one of the worst problems we have, the fact that the majority of youngsters who want to learn are being interfered with and the youngster who is interfering has no awareness of his responsibility relative to the rights of the other youngsters. He thinks in terms of his own rights. I think we are faced with a problem of education and not the present high school people, but the young people.

Mrs. HICKS. Mr. Best, you mentioned before that you received a few teacher aides, and this seemed to help relative to the problem in your school. Well, now, I thought the Boston executive committee had replaced several teacher aides in the schools, and if there happened to be trouble in the school, that there were about 100 teacher aides that would be brought into the situation. What happened to these?

Mr. BEST. My teacher aides (but these are school building monitors I think the term is). Came to me after the 2 days of unrest and disruption that I had during the last week of September.

Mrs. HICKS. This is just sort of reacting to a situation, but what about in your planning for your school, wasn't there anything in the budget for monitor aides for the school?

Mr. BEST. That is precisely the problem that we had before. Last spring after a citywide disturbance, we did get four school aides. This fall when I called to ask if they were coming back, I was told there was no money available for them. The funds were forthcoming shortly after the near violence that we had at the end of September. Now, the funds came from a different source. There were several categories of teacher aides and——

Mrs. HICKS. I think we are on the monitor aide, this is the correct term.

Mr. BEST. I don't qualify for some of them. These aides came as sort of an emergency effort. I didn't get them all. I got 10 aides, and I understand there were 20 or 30 authorized. I was allowed to hire 10.

Mr. PUCINSKI. Mr. Foster, you mentioned that you wanted to discuss it briefly, title 7 of the bill.

Mr. FOSTER. Prior to going into this part of inquiry, I would like to refer to the remarks made by the superintendent of schools from Springfield relative to a human resource approach to the problem. Again, we are here trying to treat symptoms, the symptoms that occur, and trying to get into the research. I had two fire alarms yesterday, and by the time I got there it was well after 4 o'clock, and then we are trying to come up with some ideas, and I had two flat tires. The notice was not this much in advance to help me to do a more adequate job of preparing this. I think we can concur as a group, that the disruption doesn't occur at that level, that most of the disruption occurs from grade eight up to grade 12, and I think this is brought out due to the attitudes of youngsters. If you go in the elementary level, you find when these young people go to school that they are very neatly dressed and they are received from an elementary school teacher. The elementary schools have not been departmentalized to any great extent, so most of the kids expect the teacher, pupil activities. These kids are happy kids. Now, when a youngster gets to the high school, then the youngster doesn't get this personal approach from faculty. Most faculty at the high school level have been trained to the various areas, and because of this, they haven't got the time or training to meet with the kids in a one-to-one relationship; and therefore, the kids perceive this. They perceive this in personal approach on the part of the teacher.

Now, the kids are aware of the fact that they are competing with other youngsters for learning which would enable them to maybe get scholarship aids, and speaking with youngsters, young ladies at my school, I find out that a lot of them get themself off to school. That isn't a home life that most kids enjoy. They have to get to school without an adequate breakfast. They have to arrive at the school with a can of tonic and perhaps a bag of potato chips or submarine sandwiches and trying to utilize this with adequate nutrition and because of this we started a breakfast program, and our breakfast program begins at 8 o'clock, but we have a good many youngsters arriving at the school late in the morning, and I think this is occasioned by the fact that nothing is happening at the home to get them to want to come to school. These kids are most negative about themselves and going back to the home and community and other influences, they can't contend with this. They can't contend, so they rebel. The rebellion causes disruptions, and they have to face authority figures, and they don't want to do this. I have day after day had these confrontations.

Fire alarms do interfere with the educational processes. If you have four and five a day, then it is almost like going into a problem of sound. You can get this restraint of pupils after they leave the first time and then it keeps increasing and increasing, and then before you know it, it is most difficult to get them back into the room. Most of the youngsters at my school are great kids, but a minority, perhaps 50 or 60, at the lower level at grade eight and grade 10 are responsible for ringing false alarms, and because of the fact that I have present in my building 19 fire alarms which have to be monitored seven times a day, you multiply 19 by 7 and you will get a pretty good figure. Teachers have to help in this. They haven't been hired to utilize this preparation period for the regarding of fire alarms, and because of this, something has to be done at the higher level to bring up a more sensible system of providing protection for youngsters inside the school in the event a fire occurs.

Getting back to this concept of human resources, now, I reiterate that presently the problems I have experienced could be controlled and alleviated if I had two or three additional headmasters. If I could have 15 paraprofessionals, then I could have them monitor the lunchrooms and corridors. I would also like to have some men to guard the doors. I have many exits. You will see somebody coming by the cafeteria window and trying to put a pencil in it to get it open. Getting back again to the human resources approach, the more one-to-one relationship you have, the better it is. I am talking about trained people to meet with the youngsters inside the schools, trying to recognize what problems they are having, and trying to reserve these problems to experts in the various areas, sociology, psychiatry. I think in the long run this will help them to attain more successful lives. It is the purpose of education to try to get young people to identify with their lives and project themselves out so they will be responsible citizens 5 or 8 years from now.

Mrs. HICKS. Mrs. Brown said she would like to have community involvement in the schools. The paraprofessional could be the parent in the community. Now, would you feel about this type of program

—would it be useful to you? That is if we had the funds to put the paraprofessionals in, that they would help?

Mr. FOSTER. Respectively, I have three paraprofessionals in the schools. When an angry girl who has been frustrated and becomes rebellious, and this is perceived by one of the personnel acting as a school monitor, they will try to sit down with the young lady and help her out.

Mrs. HICKS. What is surprising to me, Mr. Pucinski, from the testimony is the fact that we know each one seems to be stating is what we do need are more paraprofessionals in the school. This cannot be attained at any such tremendous extent really. I am saying that it is up to us to put the paraprofessionals in the school and extra educational masters, headmasters.

Dr. BERNARDO. I would like to address myself to that because there is a suggestion here that all we have to do is increase expenditure for staffing and the procedure will come. I would share the view of my colleagues of increasing paraprofessionals with the human relations emphasis as opposed to a controlled emphasis. On the other hand, I think that alone is a real tough situation. I would like to suggest that the money be made available, that is to say there has to be increased student participation in assuming the responsibility for prevention of this problem. That is to say, we need money for fragments of our schools. Further, when we do hire, we have to hire more indigenous community personnel. It is not hiring a paraprofessional who resides on this side of the city to be effective in this partcular section of the school. We have to hire indigenous personnel. Further, we need more flexibility in the use of Federal funds. The gentleman to my right hired education aides last year, but he didn't get them in the beginning of this year because someone said that we are still working for the funds. The Federal aid causes central administration to create a category of personnel who can only do certain things at certain times. We need a consolidation of certain funds so we can distribute the funds based on our needs as we see them on the firing line. We need the money for hiring as indigenous, but more than that we need moneys for us to conduct a community action strategy involving counsels for each five or 10 schools which would involve students and indigenous community personnel in an advisory capacity in order to assume part of the morale responsibility for dealing with this problem.

Mr. PUCINSKI. Mr. Bernardo, I appreciate what you are saying, but I am not quite sure I fully and completely agree. I wonder if we can elaborate on one point. I know it sounds very good to hiring indigenous people, but the track record on that approach is not very impressive. We have tried that. We have funded huge funds of money to street gangs in many parts of the country. In Chicago, we funded some $900 million to Peacestone Rangers which was a street gang. We thought perhaps in bringing these people into the fold maybe we could restructure them. We found that it didn't work, and I am just wondering if the experience in the poverty program really supports the theory that you can find an answer to your problem in the indigenous help. My own feeling has been, and I think it has been mentioned before, these young people sincerely and honestly

want help. They need guidance. They need someone who can tell them what they should expect out of life and how they can get it, through scholarships, through admissions to colleges, what resources are available to them to make the most out of their lives, and I find that in most schools that is very miserably lacking. A youngster in this country who trys to talk to a counselor who has 400 students on a list, and if a youngster gets to a counselor once in a half a year, he is lucky. If he has a followup, forget it, you can't get to him. It does seem to me that the emphasis of paraprofessionals who could help them might go a much longer way than to bring in inexperienced unskilled people from the immediate community. Now, if you are talking about hiring indigenous help as lunchroom monitors, corridor monitors, fine. We certainly ought to be using these resources and should not be using the teachers for that, but I believe we undersolve the capability of young people. They know that this is a big world and a complicated world. They are looking for answers, and I believe that one of the weaknesses in our education structure is that there is no one around to give the answers to the young people. I think I would have to side somehow with Mr. Best's in developing a greater emphasis on some professional guidance instructors and constant personnel in the school. Now, would I be wrong in that?

Dr. BERNARDO. It is quite possible that an indigenous community personnel can perform the appropriate functions. I think the key is in what you said, namely, you have to identify the function to be performed, and you have to be very sure you make the right choices. You have to make a very careful selection from the increased sophisticates in the part of it for human relations processes and decision-making processes. I feel very comfortable in combining your remarks with the general approach that I have been trying to sell here and the others, and in coming out with increased support of personnel who would perform functions that we have come to regard in the profession as professional. You can increase the exposure of people to guidance services by fragmenting the guidance functions, and identifying people who can perform those functions. Under a title III grant in one of our high schools, a project has trained high school senior personnel performing some of the guidance functions that normally the guidance people would be called upon to perform. I do not disagree with you. You have added the refinement of my statement.

Mr. PUCINSKI. Thank you. There has been a very good response of people from the community in this hearing. This pleases me only to the extent that this problem is a good deal more serious than we anticipated when we started these hearings. As we come here this morning, we had not expected all this community involvement, and so as a result of this kind of criticism, I am going to have to try to move the hearing along, and I would like to thank this panel for starting it, putting the degree of the problem into the proper perspective. Now, we are going to be working on a number of solutions. This legislation is one, but I might tell the panel that if we are now hung up in the House on the Emergency School Aid bill, and we are hung up on the technicality of it, but in my judgment the school bill could

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provide a good deal of immediate assistance in this city and other cities across the country, and the problem that you have enumerated this morning. I want to thank you all for coming.

Mr. BEST. If I may take just a minute, I would feel bad that I did not mention this. The nonprofessional school aides are not the complete answer to the problem. I would like to reemphasize that we need the professionals, and hopefully somebody in the category of sociological work. We are interested in preventing the reoccurrences of things. We can center our efforts on trying to find the methods of avoiding this particular type of thing in the future.

Mr. PUCINSKI. Thank you very much.

Mrs. HICKS. Thank you very much. I am grateful for the panel, and I am anxious to hear from the young people also.

Mr. PUCINSKI. I wonder if we may ask the panel of the young people to take their place. We are going to invite Miss Theresa Levins and Miss Martha Halley from the Girls' High School, Miss Loretta Johnson and Miss Luella Burns from the Jeremiah Burke High School; Mr. Russell Davis, Mr. Joseph Jardini from the Hyde Park High School; and Miss Dorlene Pierce and Miss Melody Robinson from the Martin Luther King Middle School.

Now, we are very pleased to have all of you here. I think that one of the problems that happens too often is that a lot of people try to deal with the problems of young people, but we never ask the young people what the problems are, so what this committee would like to do is get some impression from you as to the nature of the problem. As you heard at the opening of the hearing, we are concerned with this rising tide of violence at the high school level, and I would be most greatful to you if you would give us your own impression of this problem as to how serious it is or not so serious, so I would like to welcome you to this hearing.

Mrs. HICKS. Mr. President, I would like to tell you that the young people at Hyde Park School had a very serious problem, and I would like to thank them right now for the cool heads they used in the serious position at the high school. I feel that their testimony this morning is going to be a benefit to the city of Boston and also to the Congress that is trying to bring funds to Boston to help in trying to solve this problem. They are the people who are closest to the problem. I hope they will speak very frankly and tell us what can be done to help them, and tell us the problem that has caused the violence in the city of Boston.

Mr. PUCINSKI. Mr. Davis.

STATEMENT OF RUSSELL DAVIS, STUDENT, HYDE PARK HIGH SCHOOL

Mr. DAVIS. You would like my opinion on the problems of Hyde Park High School?

Mr. PUCINSKI. Yes, and would you tell us what you think can be done to improve the problem. You are a junior at Hyde Park High School?

Mr. DAVIS. Yes. One of the things to improve the problem, all the schools are crowded and that is part of the problem. Another part

of the problem is that with the schools being crowded, and my school in particular, there is space so that there would be additional classrooms that would hold different things. One thing I think the students get bored with is going into a classroom situation and facing the same thing all the time. I sit in the third row in the third seat, and I have to sit there and listen to the teacher, but a more relaxed classroom situation would be better, something pertaining to music where you could convey your thoughts and you learn something from this because in my school there are six rooms which could be converted into different rooms. A more broad curriculum would be better.

Mrs. HICKS. You would like to see some discussion groups? You would like to have some of these rooms be opened up so the students can come before the teacher and discuss things?

Mr. DAVIS. That also. Say a music room, we have a lot of students who are musicly inclined. There is no music room. There is a piano in the auditorium that is constantly out of tune.

Mrs. HICKS. May I just mention to you, Mr. Pucinski, that at Hyde Park High School they were trying to have a music program, but it was cut out of the budget. If we could develop a music program for the youngsters, I think that would be good.

Mr. PUCINSKI. Miss Halley. You are a senior at the Girls' High School?

STATEMENT OF MISS MARTHA HALLEY, STUDENT, GIRLS' HIGH SCHOOL

Miss HALLEY. Yes. I think at our school we need more activity and a better relationship where we can relate with the teachers more because, well, the teachers and the students don't get along very well at our school, and I feel if we had more activities involving the teachers and students, then they can become closely related. If we had more activities in the classroom, more things to do, and even outside of school, we could get activities going on because this is what the problem is. The students have to do the same thing every day, and it is boring. If we could get some different activities, something else to do, it could become very interesting to go to school and keep your mind occupied. That way, you wouldn't have time to disrupt the classrooms.

Mr. PUCINSKI. You are Miss Levins, a senior at Girls' High School?

STATEMENT OF MISS THERESA LEVINS, STUDENT, GIRLS HIGH SCHOOL

Miss LEVINS. Yes. My idea is almost the same as Miss Halley. We do need more students and teacher relationships, and more programs to keep us occupied, something that everyone is interested in, and if we had more programs and we could go places and do something else, this could help.

Mr. PUCINSKI. Miss Burns, you are a student at the Jeremiah Burke High School?

STATEMENT OF MISS LUELLA BURNS, STUDENT, JEREMIAH BURKE HIGH SCHOOL

Miss BURNS. I feel that we need more communication with the students and teachers because like most of these students are restless because we don't have any communication, and there has been some fire drills and things like this, and we don't have a chance to have meetings and talk over what is the cause of them and things like that. We have a parental system right now with the parents, but like I feel that it doesn't do anything, doesn't do any good, and I am a good friend with a couple of parents and the girls themselves have a hard time, and some of the teachers' attitudes are indifferent to the students, but sometimes you have to overlook those because some of the students are the same way. All I think is we need a little more communication with the students and teachers and have more activities. We have a lot of activities, but like, we have to communicate with each other and see what we can do with each other, and then we might be able to get along better.

Mr. PUCINSKI. Mr. Jardini. You are a senior at Hyde Park High School?

STATEMENT OF JOSEPH JARDINI, STUDENT, HYDE PARK HIGH SCHOOL

Mr. JARDINI. Yes. Russell already spoke on Hyde Park, and he knows as well as I do that we need a lot more rooms because we are terribly crowded and this is where the trouble started in the lavatories because everybody is going in there because there is no place else to go. If we had a classroom, they would be in there.

Mr. PUCINSKI. Miss Burns, you are a senior at Jeremiah Burke High School?

STATEMENT OF MISS LORETTA JOHNSON, STUDENT, JEREMIAH BURKE HIGH SCHOOL

Miss JOHNSON. My name is Loretta Johnson. In our school most of the teachers that come, they brought a lot of new teachers into the school, have the attitude that they know everything and that the kids are rowdy. A lot of the kids know a lot, and they have a lot to say, but the teachers don't listen. This year they brought in African studies, and the teacher they brought in was a nice teacher. What we want is what is happening now. Every time he wants to bring in what he wants, the department doesn't want it to come in. Most people, they want to say what they have to say. If they are learning from a text book, they are not going to learn much, so I think the problem is that the teacher should let the students decide a little more. Some of them do have knowledge.

Mr. PUCINSKI. Do you have a student council in your school?

Miss JOHNSON. Yes, we have a student council. I am the president of the students, and we are late this year because they changed the students around and with the fire alarms, we haven't been able to have a meeting. The kids before like when I first came to the Burke,

the kids were on the student council and it was good. Now, if you say student council, there is nothing we can do. The teacher doesn't listen, so the kids feel we should not listen to them.

Mr. PUCINSKI. Miss Robinson. You are a seventh grader at the Martin Luther King Middle School?

STATEMENT OF MISS MELODY ROBINSON, STUDENT, MARTIN LUTHER KING MIDDLE SCHOOL

Miss ROBINSON. Yes. I think if the teacher would let the student go to class and say what they would like to do today, you would think of something. They would take an interest, but with the teacher right there with some work on the board, you have to do this. If you let us decide what we want to do, most of the students would take an interest instead of running over the building. In gym, we have to do exercises. If the kids wanted to start basketball, the teacher would say that is not an exercise. We asked them for a basketball teacher, and she told us that was not part of the school program. Last year we did have one. If you did some of the stuff the students wanted to do, the student would take part in it because they thought it out.

Mr. PUCINSKI. Miss Dorlene Pierce. You are an eighth grader at the Martin Luther King School?

STATEMENT OF MISS DORLENE PIERCE, STUDENT, MARTIN LUTHER KING MIDDLE SCHOOL

Miss PIERCE. Yes. About the basketball team, we had a meeting of the student council, and I am the president of the student council, so I got the people together, and we had a meeting in the library, and she said we couldn't have it at first. We said, "Can't we still have it after school?" She said that it depends if we get through our programs after, then we can have the basketball. All of the students all of the girls wanted the basketball team. After the meeting, the girls get together and ask why we can't have it. They say it isn't right. I told the teacher this and then she said we can have it. We can have it maybe in January, but these kids ask why they can't have it now, and she said that it is because if you get a grade an A in the grade in your marks, this is when you can be on the basketball team. I said that some people don't have a good grade to get on the basketball team. She said, "Well, you do have to have good grades to get on it." But I know most people don't have good grades. but they know a lot of basketball, and they want to be on the team. They can't be on the team because they don't have a good grade. The grades come out what they want it to be, but they still want the basketball team no matter what grade they get. Then, we, like the teacher got insulted, and the students got insulted.

We have more protection in the school and more teachers than we can get an education. We have less teachers. We have more students. What are we going to do? All the students with only a little bit of teachers. This year we have a little bit of teachers and we need the teachers because I say that if the kids wanted an educa-

tion, they need the teachers. I think we should come on together and get the teachers to the King School because we need them very much.

Mr. PUCINSKI. Thank you very much. I gather then from what most of you said that one of the problems is communicating. Another problem is the inexcessibility to people that you can communicate with. Miss Pierce, for instance, talks about more teachers. Now, you said that last year you did have some teachers' aides and it was better?

Miss PIERCE. Yes, it was better. This year, they don't have a free period to themselves because they got to work with all the rest of the students. They would tire after seven periods a day. They only get one for lunch and then they go home and check the papers. I wish they had some more teachers on the program so that they could get on the ball with the students.

Mr. PUCINSKI. Now, you have heard the testimony earlier this morning about the need for more guards and greater security in these buildings and the various other things that this legislation would produce, provide funds for these services. Would you give us some expression on this?

Mr. DAVIS. I heard the term paraprofessional, and I am not too familiar. What is a paraprofessional?

Mr. PUCINSKI. Well, when we talk of paraprofessional, we talk of people who are trained to perform certain duties of an aid to teachers, an aide. We talk of paraprofessionals in the medical field. These are people trained in some way to assist a doctor. We talk of paraprofessionals at the school level. We talk about people who are trained but not quite teachers themselves. They don't meet the educational requirements of an accredited teacher, but we do train them to perform certain functions within the school system as aides to the professional teacher. The paraprofessional is one that is not quite up to the standards of the professional, but one who has been carefully trained to work as an assistant to the professional teacher.

Mr. DAVIS. I was sitting back and I heard the term psychiatry. I can't very well see in elementary, junior high, or high school, say a person of 15 or 16 years old to talk to a paraprofessional who has been trained in the field of psychiatry. What I feel is that a person who you feel needs to be talked, to be talked to by a person, not by a person who will try to analyze you. I can talk and relate to another person who I know is one the same level with me faster than I can talk to a person who is an analyst.

Now, at Hyde Park, we have teacher aides. The teachers' aide stays in the cafeteria and lavatories and in the corridors. I don't see why you might need them. You have guidance counselors. The biggest problem is that you need more guidance counselors. You need a lot of them.

Mr. PUCINSKI. That is what I have been trying to preach all over the country, that the key to our educational system is one of a greater emphasis on guidance counseling. Young people need some help on this. How often do you see your guidance counselor, Mr. Davis? Do you have a guidance counselor?

Mr. DAVIS. Yes.

Mr. PUCINSKI. How often can you see him? If you wanted to see him once a week, could you do it?

Mr. DAVIS. It depends on his schedule. The office for the guidance counselor at my school is very, very small. There might be 40 kids in there. You have to come back later on because it is so crowded in the room.

Mr. PUCINSKI. Can you talk in complete confidence to your counselor?

Mr. DAVIS. It depends on the circumstances. If there are a lot of people and they want to get their schedule changed, you would have to then talk to the counselor in a hurry because there are 15 more kids right behind you. Getting back to the case of paraprofessionals, the people guiding the corridors. How much training does a person have to have to monitor the corridor and stand in front of a fire box and say don't ring this. I can say in my school, we haven't had any fire alarms this year. If a person stands in front of an alarm, you are not going to ring it.

Mr. PUCINSKI. You remember Mrs. Brown and Mr. Bernardo and the others, and they talked about hiring people from the neighborhood to do that kind of work, the lunchroom monitoring and the firebell monitoring. Would you agree with that?

Mr. DAVIS. There is one thing when you talk of monitors. After I get out of high school, I want to go to college. High school is supposed to be a preparation for college. Now, if I am in high school, I feel that if somebody talks to the student who has an influence on them and tells them not to ring it, then they won't do it. When you do this, especially in high school, you make a person feel that they are in the first grade, but if it was a necessity, I could see people from the community to sit down in front of fireboxes. All they have to do is hold a sign that says don't ring.

Mr. PUCINSKI. Miss Halley, do you have any idea of what causes this turmoil? What is your judgment? We have talked about communicating and various other aspects, what motivates young people to engage in some of these acts to disrupt the school.

Miss HALLEY. One thing that causes them is they would be just walking around the school, say three or four students were walking around the school. They have study periods. Instead of having something to do, they know the teacher will say sit down and study. Now, you need, during a study period, you should be able to have some type of activity you can engage yourself in and something interesting that you know or what they could do is to walk around the halls and ring fire alarms. What about this open campus thing in the schools. If you had a study period the last period of the day, why can't you get out and go to work. It is a study period, and if you don't have any more subjects, why can't you go home?

Mr. PUCINSKI. When I was a young boy, I did just that and my principal use to let me off.

Miss HALLEY. They won't let us do that. At the Girls' High School, we cannot do that, and like we have a special schedule. Every Tuesday and Friday for the first 30 minutes you are in your homeroom for a study period. Why can't they put that homeroom at the end of the day and let you get out?

Mrs. HICKS. I am wondering if this is one of the problems that is bothering these students. Have you presented it to your teachers, principals, or headmasters?

Miss HALLEY. I am vice president of my senior class, and like this week we just voted our president. We just organized our student council, and so far I have, like, I was suppose to have a meeting this morning, but instead, I had to come here. I don't think it has to be brought to the principal or to any of the teachers, but I intend to bring this suggestion forward and see what ideas other people can come up with. I don't see any reason why we should sit up in school and walk around school and disrupt things when we could go out and go to work. Most of the girls at my school have jobs after school, and if we could get out a little earlier, we would have time to make more money or go home and help out. It is your free time.

Mrs. HICKS. Do you think that it is a small group of people in the particular schools that is causing the disruption that we see in the schools, and we know about at the present time? Do you think that it is just a small number that is causing this trouble? Do you think that it is the people that come from outside? Do you think this is the cause of some of your trouble in the school?

Miss HALLEY. My school is not too bad. It is not large. It is small, and I would say that there is a small number of students that is causing the disruption, but they have outsiders as their friends. They have their older sisters and brothers who come up to the school and tell them to let them sneak in. Inside my school, I think it is a small number of students.

Mrs. HICKS. What about Hyde Park High School? Would anyone like to speak of the things that we read about in the newspapers?

Mr. PUCINSKI. Mr. Jardini.

Mr. JARDINI. On the situation that you people read in the papers, I think all the problems at Hyde Park came from the papers, from the community and everything else. When there is a fight, this is what a lot of people don't realize, a lot of adults. When there is a fight between a black and white, it is racial. They bring it right up there and say it is a racial problem. They don't leave it alone. They make it big. The newspapers make it big. If I have a fight with a white kid, it is a fight, and if I have a fight with a black kid, it is terrible. It is just that the problem is there is no serious problem at Hyde Park. There are a few troublemakers on each side, but you get that wherever you go. Everyone gets along with each other, and if there is a fight they should let it alone.

Mr. PUCINSKI. It is an interesting observation that when two white boys get into a fight, it goes unknown. Does this happen very often with the white boy and the black boy?

Mr. JARDINI. We don't have too many fights in our school.

Mr. PUCINSKI. Do you think the turmoil is highly exaggerated?

Mr. JARDINI. Yes.

Mr. DAVIS. A lot of the things you read in the paper was malicious propaganda. They said something about having to pay to get in and out of the bathroom. That is ridiculous. If somebody was asking for a water, they blew it up. I think in the paper, somebody said that people came with rocks and chains, but this was not true. If some-

thing was going on and you feared you might get hurt, you would do the same. We were all fortunate in that respect of quieting it down. If the reporter would wait and talk to some people instead of talking to an emotional person, then they would get more inside information about what is happening.

Mr. PUCINSKI. I suggest the editors of this city might visit you with some of their reporters, Mr. Davis, and give them some of your own observations. I remember in one of our major cities, there was an actual moratorium understanding among the newspapers for many, many years. They would not report racial disturbances. I wonder if the rest of you feel that the constant attention as Mr. Jardini pointed out here that every time a black boy and a white boy gets in a fight, it causes alarm. Do the others of you feel there is too much attention?

Miss HALLEY. Well, we don't have too much of a racial problem in our school because I think there is something like four or five white girls in our school and the rest are black, therefore there is no racial problem there.

Mr. PUCINSKI. Miss Johnson, I wonder if you would care to comment on the statement made earlier here about the influence and the impact of outsiders? They infiltrate to the school, and I think Miss Johnson on this ground should make a comment on this. What about this idea of outsiders coming in? There was a statement made here that they are thinking of giving identification cards to youth students in the school. Now, are outsiders creating disturbances in your school?

Miss JOHNSON. Not really at our school. It seems that they don't need anybody from the outside to start trouble. We have enough. If you make kids carry identification cards, I think you will have a lot more trouble than you have now.

Mr. PUCINSKI. Miss Burns.

Miss BURNS. One of the problems I think in our Burke High School is that when most of the fire drills come, the girls want to go to the store when the fire drill is going on, and like some come in the school about 8 o'clock and say that they forgot to go to the sub shop, and they ring the alarm. Most of the reasons they have about four or five parents in the school guiding the fire alarm, and they still get in. The girls are inside doing the trouble. You can see about 10 or 12 girls—maybe around lunchtime, a girl's boy friend might come up to the lunchroom and be talking to them through the window, and that is going to start trouble. It is not too much that they have outsiders coming in except for about two people.

Mr. PUCINSKI. I get the feeling then from your testimony here this morning that this legislation and all other legislation undoubtedly would help some in providing additional money that is very necessary, but I got the feeling from you people that one of the basic problems is the kind of incentive to the needs of youngsters themselves. Am I correct in assuming that there is as far as you are concerned as you see from your own judgment that there is an insensitivity to your immediate needs in those schools? Is that a fair conclusion?

Mr. DAVIS. Yes.

Mr. PUCINSKI. Is there anyone that disagrees with that conclusion?

Mrs. HICKS. I was going to ask, Mr. Davis he spoke of the fact of overcrowding and change of curriculum. Do you think it is a serious condition of overcrowding in your school, and if we did have more space, it would help to relieve the tension in the school?

Mr. DAVIS. We have the space. There is a request going through to Mr. Best to get 1,600 new lockers in the school which would work out fine. This would mean that the area, the locker room area, would be moved. A lot of things happen in the locker room and bathroom because it is so crowded and a boy trying to get to his locker, another one would say, "Can't you wait?" This is where the confusion starts. If these lockers could be worked out, thrown away, and this converted into say something like a student library lounge, or when they have a study period, so they wouldn't be roaming around the corridors, and maybe make it into a data processing room because at our school we have a computer room about the size of that little area.

Mrs. HICKS. We have heard testimony and you listened to it this morning with regard to some assaults on teachers. Do you see many assaults in your high school?

Mr. DAVIS. Not in my school.

Mrs. HICKS. What about the Martin Luther King School, have you witnessed any such assaults on teachers or pupils?

Miss PIERCE. Yes.

Mr. PUCINSKI. Would you tell us about that, Miss Robinson?

Miss ROBINSON. We seen a couple of teachers get beat up by outsiders and students. All we have, we can only use one door to get in and out of school and on the door there is one lady. Now, a boy about my size can get pass the lady. We need more ladies on the door, not ladies because anybody can get pass the ladies. She doesn't say anything. A couple of teachers got beat up, and we had less teachers that day and most of the classes more teachers there or the teachers were letting the students run around the music room throwing books out the window. We have a shortage of chairs and desks. We are short of teachers. We need more teacher aides.

Mr. PUCINSKI. You feel that increasing the teachers and particularly the male teachers, you feel that you need more men teachers or at least men guards at the doors to control the flow of outsiders in that school, is that it?

Miss ROBINSON. Yes. When there is a fight you never can find anybody. They are never there when you want them, and the ladies, they have walkie-talkies in the corridors, but the big boys get in the school and take them away from them. What is a lady going to do?

Mrs. HICKS. You are telling us then that the security you are given isn't good enough in order that you can get the education that you need? Do you need more teachers, more aides and better security on your doors so that then there would be no violence or disruption in the school, that everybody would be quiet and it would be better?

Miss JOHNSON. Yes.

Miss ROBINSON. Yes.

Miss JOHNSON. Because the bad kids in our schools get more attention then the kids that want to learn.

Mr. PUCINSKI. I would gather then that while this legislation is not going to do the trick entirely, you would recommend that additional help of teachers be acquired, but I gather from your testimony you want a good deal more help in meaningful ways? Is there anything else that anyone would like to add to this hearing? I want to thank Mrs. Hicks for arranging this particular panel because as I said at the outset we hear a great deal of testimony from the professionals, but I think that hearing it from people like yourself is extremely important because you are right there and your testimony has been extremely valuable to us.

We have been trying to put a new emphasis on bringing together a new concept of education that every youngster whether he is college bound or not would graduate from a high school. If we were to supplement some of the courses you now have with some career training to prepare people for the career of work—I am just wondering what your reaction is to that?

Mr. DAVIS. I think it would be beneficial.

Miss HALLEY. I think it would be very good if you did that, and if you know you could get some programs of this kind and make, you know get some students to help you plan it, this would be good. Get the students to help you plan. Don't just sit down and get a crowd of people and teachers like that because if the students can't plan what they want to do it would be much more exciting because it would be something that they wanted to do.

Mr. PUCINSKI. Miss Levins?

Miss LEVINS. I think it would be a good program. What is history? Who is going to be a historian? Bookkeeping would be better. They have a lot of background on the subjects that you know could better your future and this would be a good plan.

Mr. PUCINSKI. Miss Burns.

Miss BURNS. I would agree to it.

Mr. PUCINSKI. Mr. Jardini.

Mr. JARDINI. Yes.

Mr. PUCINSKI. Miss Johnson.

Miss JOHNSON. Yes.

Mr. PUCINSKI. Miss Robinson.

Miss ROBINSON. Yes.

Mr. PUCINSKI. Miss Pierce.

Miss PIERCE. Yes.

Mr. PUCINSKI. I agree with you young people. I have a son who is a freshman now, and they gave him a choice of taking Chinese, Russian and Spanish or French, and I asked why can't he take some career educational subjects which would be more meaningful to him, and they told me the colleges require that he has to have a language, and he is struggling through French, and I am not quite sure of that redeeming value in that. He could have possibly spent that time on some career orientation at least to give him a fallback position in the event he doesn't make it through college. Only 17 percent of those who enter college actually complete it and get their degree. What about the people who don't make it? Miss Pierce, you have something to add?

Miss PIERCE. We got this one guidance teacher, and there is 825

students there. If you have a problem, it is hard to get to the guidance teacher. I know you want to go down to the guidance teacher and discuss it just with her, and you don't want to discuss it between everybody. You want to sit down with that one teacher, but you just can't sit in there alone. She has four students in there already. You have to go back into the class then. When you have a problem and you want to get it off your mind, you want to go downstairs and get it off your mind right away, don't wait until the next day. You want more guidance at the time. When you want to see the guidance teacher, you can't, and you have to wait until the next day. Like everybody said, we do need more teachers. Most of all, we need more guidance teachers. The guidance teacher could solve our problems if you let them. Get the guidance teachers in. What are we going to do? We want them to know our problems, and they want to help us. Like I said, we need more teachers and more guidance teachers and we need more protection. The policeman, you don't want him right on the spot and you don't want him an hour later. Like we need more cops. The cops are all we got, one cop. We need about four cops at the school for the outsiders. Like they could beat up the cops like they did at Southie. We need cops, more cops and more teachers. If we get more teachers and more cops, I betcha the school will be better.

Mr. PUCINSKI. One final question. The New York study, and I don't have a similar study for this area, but the New York study showed there is a very serious relationship between student unrest and drug problems. Would anybody care to venture any opinion on that as to the extent of the problem in some of your schools? Is there a problem at all, and if there is, what do you recommend? Does anybody want to take that one on?

Miss HALLEY. I would like to say that last year I think we had kind of a big drug problem, but this year it is quieting down since the beginning of this year. Everybody would be high because there was nothing to do except get high and get drunk. Now, this year, I think Miss Consodine has said we had 20 fire alarms so far this year, but along with those 20 fire alarms ever since school opened we have had only one assembly in the auditorium, and that was last week or the week before when the drug program was on TV. We sat in there for a half an hour. Now, this year we got something like 14 or 15 new teachers. We haven't had an assembly for the students to get to know the new teachers. Half of the students don't know the new teachers. We don't even know if she is a substitute or one of the regular teachers there. We have two guidance counselors, and we were supposed to get another one for the third room. We haven't gotten it yet. Most of the girls said that they wanted a black guidance counsel. We want a black one. We wanted more black teachers. This year we got two now. They are new and half of the kids don't even know them. Like I said, if we get something going we can relate to the teachers better. The communication is a problem. We should have more assemblies and volunteer ourself. There was two guys to guard the doors. We don't want guys to be standing around the house. I don't want someone following me around all day, and if we

could get a better communication with the students and the headmaster then everyone in the school would be better acquainted.

Mr. PUCINSKI. What you really think is we ought to get at the real cause of the problem?

Miss HALLEY. Last year Miss Consodine called the police and it made the whole situation worse. The police came in and started throwing the girls up the steps. Now, I am not saying the students are wrong or the police are wrong. All I am saying is when you bring in the police, they were standing outside and throwing rocks at the police, and insulting the police, and the police were insulting the girls, and it doesn't make the situation better. It makes it worse.

Mr. PUCINSKI. What you are saying is to just conclude that bringing more guards in the school is an oversimplification of the problem. You really have to get more teachers in the school in terms of counseling and sensitivity, is that correct?

Miss HALLEY. That is correct.

Mr. PUCINSKI. Does anyone care to discuss the drug problem?"

Miss BURNS. I just wanted to say on the part of the guiding of the fire alarms and the guys from Beacon Street, I think that is one of the problems in the Jeremiah Burke School. This makes the girls mad because they don't think they are trusted, and the people think that they can ring the fire alarm, so the girls get back at them and ring them. Maybe if they took most of them out, they wouldn't be ringing them so often.

Mr. PUCINSKI. Miss Johnson.

Miss JOHNSON. Before we had the students guiding the fire alarms. When the students were there, we didn't have any trouble.

Mr. PUCINSKI. In other words, you are saying that the guards create a challenge for the young people?

Miss JOHNSON. Yes.

Mr. PUCINSKI. Mr. Davis?

Mr. DAVIS. Something on the drugs, you talk about the drug problem and the trouble going on in the school. The trouble is the things that happen in the school is not because somebody is on drugs. That is very minor in the majority of the schools, I think. There is not a whole lot of heavy drug traffic as it is called. Like she said, if the guards get out of there and that idea of the identification cards, why should I have to wear an identification card. I am not going to the White House. I am going to the Hyde Park High School.

Mr. PUCINSKI. Sometimes an identification card doesn't get you into the White House either. You are right.

Mr. DAVIS. I don't want to wear an identification card.

Mrs. HICKS. There seems to have been reports that have been varied that there was a problem at the Hyde Park high school. Do you think this problem was caused by the students in the high school, or do you feel that this was just a small group of people in the school that caused it, or it was caused by the people outside?

Mr. DAVIS. There was not outside agitation. The problem was caused because people couldn't leave well enough alone. It grew from within. Certain people in the community, we was leaving school 1 day and they hit a bus with a brick. We didn't have any outside

agitators. We only had people from the outside from the mayor's office.

Mrs. HICKS. Thank you.

Mr. PUCINSKI. You have been extremely helpful. You have made clear that there is no easy answer. It does seem to me that your testimony ought to be read very carefully by the administrators of your school and perhaps we can find some assistance. Now, there are a number of Federal programs on the books now. It would seem to me that I would hope that every member of Congress could read your testimony before next week and maybe we can get the emergency school bill through because that is the kind of legislation that could give you immediately the kind of help you have been pleading for before this committee today. Thank you very much for your frankness and candor.

Let's take a short recess now.

(A short recess was taken.)

Mr. PUCINSKI. The committee will resume. Could we have order in the room? We are very happy to welcome to the stand now Mr. William Harrison, assistant superintendent of Area 6 Boston Public Schools; Mr. Joseph Schaffer, assistant structural engineer, Boston public schools, who is going to give us some statistics on vandalism; Mr. Jeremiah Sullivan, Boston Police Department, community service and Mr. Sam Messina from the Boston public schools. We are very pleased to have you gentlemen here, and we will start with Mr. Harrison.

Mr. HARRISON. May I defer to Mr. Messina?

Mr. PUCINSKI. All right. You gentlemen heard the two previous panels. I might suggest, if you may, if you have formal statements, they will go into the record in their entirety at this point, and then perhaps you want to comment on your statement and the previous testimony.

STATEMENT OF SAM MESSINA, CONSULTANT, COMMUNITY RELATIONS AND STUDENT RELATIONS, BOSTON PUBLIC SCHOOLS

Mr. MESSINA. I would first like to thank you for giving us this opportunity to appear before you on such a crucial issue. I have gone through Mr. Bingham's bill, and certainly it is a step in the right direction, but in all honesty, Mr. Chairman, the money allotted are a mere pittance, a mere pittance. May I suggest that your committee urge Congress and the President to make further cuts in foreign aid and to take such moneys and slot them for education which right now is in need. The money is not needed for foreign countries. We have reached a fiscal crisis in our country as you well know, and I do not feel that our money should continue going to foreign countries. The money should be for the education of our own children, Mr. Chairman.

Mrs. HICKS. I don't think there is anyone who would disagree with you.

Mr. MESSINA. Yes, that is why I am suggesting that your committee might consider going back to the Congress and the President and urge them to make further cuts in foreign aid. I do want to state that the Boston school committee and the administration have made

headway in involving the citizens and the students. May I say that this year the school committee has been holding some of its meetings in the community. Hopefully, the recommendations that have been made by the parents will be implemented.

I would also like to say that no other city has involved students as much as Boston, and I will tell about some of the steps that have been taken. For example, a student now sits with the Boston school committee. He has every right as other members, except of course the right to vote, and this limitation is a legal limitation. We have three students on the textbook selection committee, a black, a white and a Spanish-speaking student. We had two students on the commission of violence. We have a student working with the drug committee. We also have a black student on the minority teacher recruiting team. The Administration is trying to get more black teachers, and may I say, we need more black teachers simply because the black teacher can identify easier with the black students. We need more black counselors. Unfortunately as you all may know, especially Mrs. Hicks, the fiscal picture in Boston is impossible. Our tax rate is exorbitant.

Mr. PUCINSKI. I might say that Mrs. Hicks has been pressing our committee very hard for exploring responsibilities of possible financing. We have discussed the question at great lengths, and I am inclined to agree with the views of the members of our committee that until we release the local schools from the limitations of local tax capabilities and provide a broader tax base, either at the State or Federal level, you are not going to meet the needs of the educational level.

Mr. MESSINA. I agree. The States themselves are now in fiscal difficulty. The money must come from the Federal Government.

Mr. PUCINSKI. Let me remind you that the Federal Government is also in need. When you talk about money problems, you ought to talk to the President, and he will top anything you will talk about.

Mrs. HICKS. Do you know of your own knowledge if we have any problems in the schools that this bill could direct itself to to bring safety to the schools?

Mr. MESSINA. Yes. The commission on violence made a recommendation that a human relations program be initiated. To conduct such a program would require an organization which would consume the $100,000 in Mr. Bingham's bill. We need the program. We don't have the money with which to put it into operation.

There has been violence in our schools, and no one will deny it, and I might add that in Hyde Park High School, the ones most responsible for bringing the school back to normalacy, were the students. The students led by Mr. Giardiny and the students led by Mr. Davis. We helped a little.

Mrs. HICKS. Just to set the record straight, Mr. Messina the bill that was filed by Mr. Bingham is open-ended, that there is no figure. We are going to allow that figure to go to the ways and means for funding. We are talking about all the schools in the country. There has been no figure set for the funding of the bill.

Mr. MESSINA. I am glad you brought that out. My impression was that a figure has been set.

Mr. PUCINSKI. The earlier version of that bill did have a limita-

tion, but the revised one does carry an open end provision for such funds as shall be ascertained by the committee.

Mr. MESSINA. Thank you very much.

Mr. PUCINSKI. Thank you very much.

Mr. Schaffer, would you like to give us some idea of the extent of the cost of damages inflicted upon the schools? I believe you have some figures on that subject?

STATEMENT OF JOSEPH SCHAFFER, ASSISTANT STRUCTURAL ENGINEER, BOSTON PUBLIC SCHOOLS

Mr. SCHAFFER. The average for the cost 3 or 4 years excepting the thrust of business equipment and business machines which is not our responsibility, those items are purchased by the business manager for the school committee, and our inventory and replacement of items such as those electric typewriters, computers, and what have you, they are his responsibility, and I have no idea what that figure is except I know it is extremely the theft of salable items. However, excepting that one item, the overall cost is now from breaking of glass, some willful destruction and it is approximately $400,000 a year.

Mrs. HICKS. Would you be able to make a statement as to what the cost of bringing in the equipment for the false alarms would be? Have you any figures that we could use?

Mr. SCHAFFER. Unfortunately, I don't at the present time. I might explain that the gentleman in charge of alterations in the schools who was scheduled to appear this morning could not make it, and I was notified at quarter past 10 to come down and substitute for him. However, I was in charge of alterations and repair for 10 years.

Mr. PUCINSKI. You are talking about the physical damage to the plans? You are not talking about the cost of time lost by teachers and time lost by students and all the other things that may occur in the educational schedule?

Mr. SCHAFFER. Replacement costs is only one aspect of it. For example, the glass cost for year 1970 was $167,600.

Mr. PUCINSKI. Have you gone to the new type of nonbreakable glass?

Mr. SCHAFFER. Yes, we have. We will be pioneers in the United States for use of them.

Mr. PUCINSKI. Has that brought your cost down?

Mr. SCHAFFER. Yes, it has reduced them. Unfortunately, the areas that remain unprotected are smashed more frequently, so it hasn't brought the cost down as much as we would like to have it. The glass costs today is $157,300 for 1970, and this is up until this month. The cost from incendiary fires, and fortunately this year we didn't have any extremely serious ones, is $70,000. It usually is in the area of $120,000–$125,000. About 95 percent of the fires which are willfully set, and I say that this is a result of an investigation, there is no question in our minds that 95 percent are smaller and extinguished in short order and the damages usually come to between $300–800 for the small ones. I would prefer that you question me, sir, because I haven't prepared any statement.

Mr. PUCINSKI. Well, the question that I would probably pose to you in relationship to the legislation before us is will this legislation help appreciably in reducing this kind of damage, and, of course, in order to get that answer, I would ask you when does most of this damage occur? During school hours or during vacation periods, or during holidays? When is the highest incident of vandalism?

Mr. SCHAFFER. During the mild weather for one thing. In regards to glass breakage, it is always done on the Labor Day weekend and the July Fourth weekend. With the advent of winter coming, we will have a great reduction in glass breakage, and most types of vandalism once the snow falls on the ground. The incident of vandalism depreciates during the cold weather.

Mr. PUCINSKI. It is after school hours?

Mr. SCHAFFER. The bulk of it occurs after school hours, however, because of more investigation in it, we find there is a considerable amount of it done during school hours.

Mr. PUCINSKI. The problem I have with this whole line of questioning is that the main thrust of this is to reduce crime against children and facilities of these schools. If most of the vandalism occurs during the off-school hours, it would mean that you would have to divert a substantial amount of this money to protecting those buildings within the community. This of course is against property damage. I think the main concern, we have at least in this legislation is protecting students and teachers during those periods of great violence and I am wondering whether or not we may have to put some priority on this bill because if the damage occurs when children aren't there, then we are primarily concerned in protecting the facilities of those schools, but I believe the authors of this bill feel we ought to give the highest priority in improving the relationship between students and teachers and the school while they are all in the school. Would you agree with that, Mr. Schaffer?

Mr. SCHAFFER. Yes, in part. We have spent a considerable amount of money on electronic devices to protect the school after school hours. There are many, many more schools which should be protected but the insulation protection cost is very high for a detector alarm system.

Mr. PUCINSKI. Mr. Sullivan, you probably heard the young people a little while ago lament the fact that there was insufficient police protection and about when the incident did occur that somehow or another the policemen were not around. There was a good deal of them around after the incident occurred. What is the deployment of police personnel in areas of high incidents of turmoil?

STATEMENT OF JEREMIAH SULLIVAN, BOSTON POLICE DEPARTMENT COMMUNITY SERVICE

Mr. SULLIVAN. Well, Mr. Chairman, I would say that the deployment of police officers in the immediate area of the school is usually negligible if we can set it up that way. We avoid having uniformed officers on the scene because their presence might excite the youngsters into some of the turmoil and disturbances we have had.

Mr. PUCINSKI. You are in agreement with Miss Consodine and

some of the others who said the presence of the uniformed policemen, I think they called it fuzz, only intensifies the matter? You agree with that?

Mr. SULLIVAN. Yes, sir. We are in agreement, complete agreement, with that. As a matter of fact, you heard Hyde Park High School mentioned several times, and we have made a conscious effort to avoid placing uniformed officers in the building. It was unnecessary thanks to the team work between the school administrators, the headmaster, the superintendent on the scene, some of the parents, the kids themselves, and the teachers, there was great teamwork on the scene, and there was no necessity for bringing uniformed officers into the building. The uniformed officers played a low key role outside asking youngsters to get in the school, and the kids responded and went in, so I agree with Mr. Best that the kids played a very large role in the solution of the problem out there, they were guided by the athletic director and teachers who related extremely well to the youngsters. I think it was probably one of the best demonstrations I have ever seen in any school of team work across the board, by school administrators and all of those I have described, so there was no necessity of bringing the uniformed officers in. I don't think students want the uniformed officers in the school. Recently, through the youth service, council we held a program on the subject Do the policemen belong in the schools? We gave the kids an opportunity to sit down with police officers, school administrators, and community leaders to discuss this topic. The youngsters preferred the officers not being there. Mr. Chairman, I would like to make a few comments on some things that I think are of a commendatory nature.

I have not prepared a statement because of the short notice, however, I am not sure that any of us need to prepare a statement in connection with this. We are living with these problems every day, so I think the sincerety demonstrated by the youngsters here this morning, the biracial committee, that was set up at the Hyde Park School, is the real demonstration of sincerety of the kids. They talked about a student lounge. It sounds like a good idea to me. Kids want a place to sit down and rap with each other. More than that, through the youth service council of the Boston school department, a whole series of dialogue programs have been developed. I have a copy for each member of your Commission of one of the reports submitted, to the supt. of schools and it describes a whole series of programs, drug abuse programs, etc. where the kids were able to come in and sit down with police officers, narcotic officers, juvenile officers and teachers. Recently, these programs were adopted for distribution by the International Chiefs of Police Officials and Department of Health, Education, and Welfare representatives and National Conference of Christians and Jews officials just as an example of constructive things happening in Boston school police activities.

All of these efforts have been made and hard work has been put into it. We talk about money and funding. It is always necessary. I would like to suggest that you do something in the nature of supplying the schools with discretionary funds. Often times in an emergency we must reach for funds to bring in teacher aides, and if that appeared to answer the problem, school leaders should be able to

reach for the funds and bring the problem under control. The kids don't like the idea but it is something which must be done.

I will make available to you, sir, this film which shows the Boston Police Community Service officers rapping with the kids in an all day "Let's Stop and Talk" session. A dialogue luncheon was provided and the youngsters were indeed the stars of the show. We wanted to bring the same program into all the schools to a wider range of listening audiences. That was why we developed the booklet "Let's stop and talk—25 police related questions most commonly asked by the youngsters in school."

You asked, Mr. Chairman, about what caused the turmoil. I am no more of an expert than anyone else here. I think that in the early months of the school year September and October, there is a settling down process taking place. One of the youngsters has mentioned new teachers, new everything. In this particular case, Hyde Park high school, I think that was happening, at one point somebody started a rumor that there were hundreds of blacks marching on the school. The police checked it out. It was unfounded. These things hurt the kids. The kids don't like it. If you don't believe these youngsters have pride in their school just go to some of the high school games and watch them cheer for their team. I think the athletic directors are important at school disturbances. The team work that is necessary on the scene in emergency situations must come through the direction of the school administration supported by the PTA and student leaders who must have a voice. We need more funding in connection with helping school authorities to develop more and better programs along the line of communication.

There is one other thing I would like to point out much more has to be done on, a manual for fire emergencies, police emergencies, and policy guidelines and some of the do's and don'ts in tense situations. We must talk with students in noncrisis situations because at the time of the crisis we often take drastic emergency measures. Hyde Park High School did come back to normal, but the problems are still there, perhaps at this point I should stop and let somebody else speak.

Mr. PUCINSKI. Mr. Harrison.

STATEMENT OF WILLIAM HARRISON, ASSISTANT SUPERINTENDENT OF AREA SIX BOSTON PUBLIC SCHOOLS

Mr. HARRISON. Mr. Chairman and members of the committee, when I was asked—when I found out I was to speak before this committee, and when I realized that I would be last on the agenda, I decided not to catalog the findings of my commission on violence, but to take a constructive educational approach maybe innovative in something that would apply to the urban area in our war against crime. I did that for this reason. I think we all agree that there is more sensitivity in the part of the schools, the educators. I think too that we have to reach the community, involve our community people, and I think that America as a nation must realize the importance of education. When I read in last Sunday's paper the outstanding sportcaster Howard Cosell answered the question, are you intellectually happy,

he said, "No," and he gave the reason that any nation that depended upon the survival of watching football had better take a good look at himself. I think that statement has some good points. I don't think there is any one basis for student unrest and violence. I think there are many, many, many reasons. I think that poverty has been grossly underrated. I think that has a great deal to do with the unrest. We have 37 percent of our black youngsters unemployed with nothing to do with their time and their hands, and this causes a vacuum destroyed of talent, of hope or even a dream. I think that we as agitators better take a good look at the offering that we are presenting to the youngsters in the schools. It has been said that the poorest man is not the one without money but the one without a dream.

Again, I say poverty in the minds of affluence is perhaps some of the important causes, time on the hands of the youngsters, drugs, a loss of identity, and the new rights every man a king and above the law.

A society that spends billions and billions on cat and dog food and services, cosmetics, cigarettes, liquor, gambling, automobiles, TV, radios, sports, entertainment, travel and neglects the most precious of all its resources, youth and education, better reconsider its goals and its priorities.

Looking at the problem of crime from the standpoint of the educator I suggest a new Marshall plan with urban education the new focus of funding regardless of cost. Let the bridges fall, the roads decay, the space programs go, what good are our spaceships, our 10-lane highways, and our fancy bridges if we are producing a generation of thieves, vandals, drug addicts, and illiterates.

1. Open schools for activities 7 days a week, 12 months a year. from 8 a.m. to 10:30 p.m. Air-condition our schools.

2. Have work-study programs for the poor who need money in their pockets as well as Shakespeare and Euclid in their heads. Subsidize businesses, industries, hospitals, professions that give employment to our youth—tax rebate.

3. Establish educational programs on Saturdays, holidays, vacations, pay the poor, the deprived, for attendance, and for attainment. Give rewards—radios, cameras, special coupons, et cetera, to the poorly motivated for high achievement, for excellence. Let's try it; it might just work.

4. Revise our curricula.

In addition to the regular formalized school diet of academic classes, have a variety of educational offerings: arts and crafts, clay modeling, knitting, sewing, homemaking, interior decorating, auto repair, radio, woodcarving, puppet making, creative writing, charm classes, drama, music, speech, book clubs, chess, checkers, gardening, flower arrangement.

5. Devise a total sports program—in school and out of school—8 a.m.–10:30 p.m.

Utilize our local boys' clubs, YMCA's, playgrounds, skating rinks, bowling alleys, swimming pools during the day when they are lying idle.

Employ our youth—pay them—to assist in coaching and instruc-

tion. Offer all kinds of sport activities: boxing, wrestling, karate, fencing, track, football, baseball, swimming, diving.

6. Involve our theaters, art museums, science museums, aquarium, ballet companies, operas, symphonies, and schools of music in gigantic programs of appreciation and participation. Pattern part of the program after the model cities plan to integrate education.

7. Involve our churches, synagogues, temples in creative, religious educational programs—church choirs, study of religion, study of architecture etc.

8. Establish resources in the community for study-reading clinics, educational resource centers, book clubs, computerized education, library study and science, TV and radio instruction for the students who wish to individualize their education.

9. Create human relations program.

A. A human relations department in the schools—

(1) To work with the communities and the schools in the prevention of crime;

(2) To develop greater understanding among the various ethnic groups and reduce hostilities; and

(3) To have a team of trained personnel to resolve crises when they develop in a school.

B. To promote human relations workshops for students, teachers, administrators, parents, and community leaders—

(1) For self-understanding and awareness;

(2) For greater understanding and appreciation of the dignity and worth of each other; and

(3) For appreciation of the rich, cultural heritage of the various ethnic groups that make up this great land of ours—America.

10. Drugs are without question one of the underlying causes for much of our crime, violence, and unrest in our schools and communities.

A. Institute meaningful educational programs on drugs in our schools.

B. Establish drug centers to help those addicted—treat drug use as an illness not a crime.

C. Take profit out of the drug traffic and dispense drugs by doctor prescription—the English system.

11. Employ aides, semiprofessionals and professionals from the community to assist in our schools.

Provide the custodial staff to maintain the schools properly.

Increase the cafeteria staff.

Have adequate police protection.

Install better lighting in the communities.

Promote volunteer programs to increase community, college, and business involvement in schools.

Establish tutorial programs.

12. Investigate successful rehabilitation programs for peripheral activities.

A. Father Flanagan's Boys' Town concept.

B. Father Shanley's recreational parks.

C. The utilization of summer camps during the off season in a special educational program—advocated by Mr. Harold Putnam, Director of HEW.

D. Farm experiences for the urban student (CCC).

E. Landscaping and beautification programs in the city. (W.P.A.)

13. Fund all of these programs generously at a local level. Give the money to the person on the front lines and hold him strictly accountable for every penny.

Many of these ideas may be considered visionary. Many may fail. Let us try, let us strive constantly for the new—the innovative, at least, on a pilot or experimental basis. Who knows—they may even work—perhaps success will be the greatest surprise of all.

In closing may I quote from Mrs. Eleanor Roosevelt's last book "Tomorrow is Now" when she said

> This I believe with all my heart. If you want a free and a peaceful world, the deserts to bloom, and man to rise to a new and greater dignity all these things we can do if we have courage, imagination, integrity, and a kind, good, loving, and understanding heart.

Mrs. HICKS. I think we should commend you on this statement. Is this a program that you yourself made available or is it a program that has been presented to you as superintendent to present to the executive committee, or is this a new program today?

Mr. HARRISON. As a matter of fact, I started writing this this morning at quarter of 5. These are the things that are in the back of my mind that I have accumulated over the years I have been involved in the youth service council and many others. These are things that should be done, things that we ought to entertain maybe in a short range program.

Mrs. HICKS. There are funds in Washington for some of the things that you have mentioned here today. Now, what I am interested in is, has the Boston School Department ever sought any of the funds to implement such a program as you have outlined to us this morning?

Mr. HARRISON. For some of the human relations program.

Mrs. HICKS. Is this a program that you are going to submit to the committee?

Mr. HARRISON. I think I shall.

Mrs. HICKS. I think it is a program for the city of Boston and it should be adopted and implemented with city, State and Federal funds. I compliment you.

Mr. PUCINSKI. Thank you very much. Mr. Harrison, I listened with great interest. This very exciting outline you prepared this morning, but it seems to me that you are saying the same things that the panel of youngsters was saying here a little while ago, and it seems to me that almost everything you mentioned you can be doing and should be doing and should have done for a long time. Now, the things that you talked about here are all things that can be done within your existing resources, and it seems to me that what we need now is to get you and your youngsters together and take this manifesto and knock a lot of heads together in your department and get them going because most of the things that you mentioned here today are things that are attainable within your immediate present resources. I can't think of any you mentioned that are not, and so the obvious question that comes up is from Bobby Kennedy and what he said is why not. Why isn't all of this being done now?

Mr. HARRISON. For two reasons. One is that this program takes a total community approach.

Mr. PUCINSKI. Why not now?

Mr. HARRISON. There isn't funding.

Mr. PUCINSKI. You heard the youngsters pleading for the very thing that you are saying, so if you are both on the same frequency, how come we can't get you two together?

Mr. HARRISON. I agree with everything being said, but realistically money is involved in this austerity program. Another thing, when you have 40 schools and you are concerned with the mundane matters, you don't always have time to work on these programs.

Mr. PUCINSKI. I do want to get to the specific bill before us and ask you how this bill would help, but I really can't avoid the observation that perhaps there is a problem here that we find in many communities around the country. Money has become a kind of opium and many of the educators maybe sitting on the programs that you spelled out here today unmindful that these programs can be implemented right now within the framework of your existing resources, and one can't help but ask why it is not being done. I really find it very difficult to say that all of these programs that you outlined here have to sit on some shelf waiting for the money. We will never have enough money to pay for education. We might as well start with this premise. We do not have the resources to provide the kind of optimum financial assistance that we need, so what we are going to have to do is use some improvision, and I think many of the things you talked about today could be done with some meaningful leadership and dedication and some initiative. I think that too many of our educators have fallen. We don't have any money. But, the question that comes to my mind is why isn't a major part of this program being carried out right now? That is the only logical question that I must ask.

Mr. HARRISON. To answer it, I have to tell you in the realistic way that we are confronted with the daily problems of running 40 schools. We are going in the morning from 8 o'clock until 6 o'clock at night. We are out 3 nights a week. You don't have time, sir, to put in the efforts that is needed to put in a program such as this. I have certain programs going that get into this pattern, but to put in the total program is a monumental task.

Mr. PUCINSKI. Now, evidentally it is to slow down a little and find out how many of these things that you talked about this morning could be implemented within your existing resources. I think if you were to do that, you would be amazed on how many things you can do right now without this bill. Let's get back to the bill. Will this legislation help you in providing some of the personnel you need to deal with the problem?

Mr. HARRISON. Yes, I think so.

Mr. PUCINSKI. Mr. Messina?

Mr. MESSINA. I agree with you. May I make one point, sir? More money is necessary. For example, I spoke in length about the involvement of students on our most crucial committees. They are sitting with the committees. We should have the money to pay them. The students helping us plan the curriculum, and the students who are

sitting on the other committees—all should be paid. A country that spends millions for airplanes that never fly certainly should be able to spend additional millions for education, Mr. Chairman.

Mr. PUCINSKI. But, I think, Mr. Messina, just so you and I understand each other, I am a great campaigner of trying to get programs through the Congress to provide for financial resources to the community, but having said all of that, I cannot ignore the fact that we are now spending in this Nation some $58 billion a year at all levels of the Government for public education. As you sat here and listened to these youngsters testifying to the extents that may or may not have been representative, and I won't go into that right now, and as you listened to this, apparently all over the country whether it is some place out in California or here, there is a feeling among students and parents that we really aren't getting our money's worth. Mr. Harrison talked about whether we could give full funding for title 1. I am sure Mr. Harrison could do better. Surely we have a right to ask this. We have a right to ask how much are we getting from the money that we now are spending and how much more good could we get if we did provide the additional money we need. I really get very impatient with those who try to say that all of your needs in education have to be hung up until we get more money. I think many things Mr. Harrison talked about could be done right now. That is the point we are making. We are trying to get more money. I don't believe you should spend time waiting for the financial assistance forthcoming. That day is a long ways in the coming.

Mr. HARRISON. Mr. Chairman, may I urge that the money be given directly to the local level. By the time it has been filtered down——

Mr. PUCINSKI. I might tell you that the emergency school bill is hung up in the House as I said before and it does provide for funds to flow directly to the local educational agencies filing the application. We bypass all the red tape along the way. Now, I would like to thank the panel for coming. I suggest, Mr. Harrison, that when you leave here you go right over and talk to the school superintendent and tell him about the program and get a hard hitting team together and implement as much of that as you can, and we will try to come along with the money as soon as we can. I want to thank you all. We appreciate you being with us. Mr. Sullivan, I am particulary impressed with the work you are doing.

Now, our final matter for the morning, and I want to thank them for their patience and understanding. I wonder if we could have them here. I would ask Mr. Guscott from the New England NAACP and Mrs. Murphy, Mr. Henry Robinson from the teacher's union, Reverend Paul Rynne, Executive Director, Archdiocesan Commission on Human Rights and Anthony Banks and Leon Rock of the Black Students' Union and Rep. Royal Bolling from Roxbury, State representative. If you would like to join us here, we would like very much to hear your contributions.

Now, we are very pleased to have all of you fine ladies and gentlemen here. I would suggest that you start with Mr. Guscott from the NAACP. Mr. Guscott, do you have a prepared statement at this point?

STATEMENT OF KENNETH GUSCOTT, STATE CONFERENCE PRESIDENT, NEW ENGLAND REGION, NAACP

Mr. GUSCOTT. I do have a prepared statement. My problem is the same problem as the majority of the people that participated in this hearing this morning of trying to get up early in the morning to respond to what we heard about last night, but we do happen to be a little more fortunate since an investigation of this type has been done in Boston. We will present a prepared statement to you at this hearing. I am here as one of a number of individuals representing organizations long concerned with public schools in the Boston area and the Boston urban area. I am here almost by chance. I do not know what groups were informed of this hearing. I cannot understand how this committee in its stated effort to understand what is happening in our schools could have failed to broadcast this hearing more widely. This committee should have had the opportunity to hear the widest possible range of evidence and opinions from those who have investigated into this problem. We will seek to bring before the committee later in this hearing others who may be able to cast light on the problem.

As a starting point, however, this committee should be made aware that a major study of the problem has already been made, and we have heard recommendations to the study on violence in the schools during the various panels. This study was submitted in June of this year, and quoting from the title page this was made at the request of the former chairman of the Boston executive committee, and now Congresswoman Louise Day Hicks. That report is a work of very distinguished committeemen. That includes a truly close representation of the people of our committee, and I would like to quote some of the names of the distinguished people. We had William Phipps who is the executive secretary of the retail trade board of Boston.

Mr. PUCINSKI. Would you at that point stop? I would like the record at this time to show that Mr. Phipps had been scheduled and had been invited to present the findings of that study to the committee this morning. Now, I can't tell you at this time why Mr. Phipps is not here because I don't know, but just so the record is clear this committee had attempted to get as broad a cross section of witnesses as we can working in consideration with the school board because this is the subject matter of the legislation. We cannot go into a community and try to discover or find every last vestige of interest, but there was sufficient notice in the press to place a notice on your organization that such a hearing was going to be held, and the moment that the chairman of this set committee had learned of your desire to attend this hearing, the desire was fulfilled and you are before this committee this morning simply because you requested to be before the committee as did everyone else over and above the witnesses who were normally invited through the normal channels. We would not deny anyone an opportunity to make a statement if it pertains to the subject matter. I am pleased that you are here, and I am pleased that you are here because I am anxious to hear your analysis of this commission report, but I do believe in all fairness to

the committee we ought to make notice that Mr. Phipps had been invited.

Mr. GUSCOTT. Mr. Chairman, we certainly appreciate the attempt that you made to publicize this in the newspapers and the Boston Herald, and this morning's newspapers, and since I only read three newspapers, maybe I missed it but the fact is that we have such people in the community that were so vitally interested that did call it to our attention and even William Phipps is not here. We have community people who are here and who will speak in place of Mr. Phipps, so that you will have the report.

Mr. PUCINSKI. I am pleased that there is such a report because certainly this will serve as a basis for our consideration.

Mr. GUSCOTT. Let us just note the other people who were involved in this report. Samuel Messina who just testified in the previous panel was a member of this committee. We had A. Reginald Eaves, director, mayor's office of human rights. We had student representation, representation from the Greater Boston Chamber of Commerce. We had Assistant Superintendent William Harrison who is a member of the committee, and the excellent presentation he made was based on the committee findings, and in addition, we had somebody that I haven't seen here at all today. We had John Reilly, president of the Boston Teacher's Union. This report and study tried to represent a class representation of the people involved in the solution of this problem.

At this time, I wish to call upon a fellow citizen of the city of Boston, a fellow parent of the city of Boston, Mrs. Evelyn Murphy, to read the report into the record and if you will indulge with us we have been here for a long time, and I would like to ask your indulgence to read and present the findings of this report that was presented to the Boston School Authority back in June. We feel that these findings which were based upon 25,000 questionnaires that were sent to parents, teachers, and students should be read into the record for the benefit of your guidance in your future deliberations.

Mr. PUCINSKI. Mr. Guscott, I am sure you want to be cooperative. We are going to spend a good part of the afternoon with all of you, but I think if we can put the report in the record at this time, I would much rather hear comments and your analyses of that report and Mrs. Murphy's because surely I can read the report, but I am much more interested in your own evaluations. Would you be good enough to address yourself to the report? It would be more helpful to us.

Mr. GUSCOTT. I have to disagree with you since I am speaking for a group of concerned people. We feel the report should be read into the record. We have been very patient. We have been here a long time, so I beg you to give us this opportunity at this public hearing. Let us proceed with Mrs. Murphy leading the report.

Mr. PUCINSKI. If you are suggesting that Mrs. Murphy is going to read this long document to the committee, well, I am sure that all of these people have read it and I will read it. I will tell you I will certainly agree to have Mrs. Murphy read this report, but there will be no time for further discussion. It is your time, and it is a common practice to take a document like this and put it in the record in its entirety and then capitalize certain subjects. If you insist that we

read the 20 pages of the report, this will be done, but I assure you you will have no time to discuss it any further because I do have an obligation to the other witnesses, and I do believe that I have got to give these other people time to participate in this hearing, so I will eliminate your discussion. I will ask you again to let us submit the document at this point and let you and Mrs. Murphy tell us your analyses and your own observations which is much more valuable, but I don't know if I will have the chance to discuss with you the problem of violence in the schools, so I am asking you in order to give everybody an opportunity to hear your observations if you will agree to let us put the report in the record, that will be better. Wouldn't that be a lot more sensible?

Mr. GUSCOTT. Mr. Chairman, let us call a compromise, and we will ask upon Mrs. Murphy to read just the findings and the recommendations of the report, and I will say that I certainly go along with the findings and recommendations of the report, but I will answer any other question.

Mrs. HICKS. Before Mrs. Murphy starts on this report, again I want to commend you for the wonderful work you did in bringing out the facts to the school committee and other interested people in the city. Thank you very much.

Mr. PUCINSKI. Mrs. Murphy, you may proceed.

STATEMENT OF MRS. EVELYN MURPHY, TEACHERS UNION

Mrs. MURPHY. I am Evelyn Murphy. I have two children in the Boston public schools, and the findings from this report states as follows:

The Commission on Violence Report on the Public Schools was submitted for the record and appears as follows: Commission on Violence Report on the Boston Public Schools, School Committee, Paul R. Tierney, Chairman, John J. Craven, James W. Hennigan, John J. Kerrigan, Joseph Lee; Superintendent of Schools, William H. Ohrenberger, June 30, 1971.

Commission on Violence: Commission Chairman, William L. Phipps, Executive Secretary Retail Trade Board of Boston; Executive Secretary, S. J. Messina, Consultant, Community Relations and Student Relations, Boston Public Schools; Members, A. Reginald Eaves, Director Mayor's Office of Human Rights; Humberto P. Feijoo, English High School, President, Boston Student Advisory Council 1971–72; Joseph S. Fitzpatrick, Research Assistant-Community Development, Greater Boston Chamber of Commerce; Richard C. Hardy, English High School President, Boston Student Advisory Council 1970–71; William J. Harrison, Assistant Superintendent, Boston Public Schools; Mrs. Roseanna J. McCourt, Special Manager, Boston Home and School Association; Tom Morrison, Boston Latin School Member, Boston Student Advisory Council 1970–71; John P. Reilly, President, Boston Teacher's Union.

COMMISSION ON VIOLENCE REPORT TO THE SCHOOL COMMITTEE

I. INTRODUCTION

In response to a communication from the then Boston City Councilor Louise Day Hicks regarding a pattern of violent incidents both

within and immediately outside the Boston schools, the Boston School Committee appointed a non-salaried commission on October 2, 1970, to investigate charges of disruption and violence and charged the Commission with the task of reporting back to the School Committee at an unspecified date with findings and recommendations concerning these disruptions.

This action was followed by an order of the Boston City Council.

Ordered: That the Boston City Council will fully support the efforts and help in every way to implement the findings of the aforementioned Commission, and so indicate to the membership of the Boston School Committee. In city council, October 5, 1970. Passed.

The following persons were invited to serve on this Commission by the Superintendent of Schools: Commission Chairman William L. Phipps, Executive Secretary, Retail Trade Board of Boston; Executive Secretary S. J. Messina, Consultant, Community Relations and Student Relations, Boston Public Schools; Members A. Reginald Eaves, Director, Mayor's Office of Human Rights; Humberto P. Feijoo, English High School President, Boston Student Advisory Council 1971–72; Joseph S. Fitzpatrick, Research Assistant-Community Development, Greater Boston Chamber of Commerce; Richard C. Hardy, English High School President, Boston Student Advisory Council 1970–71; William J. Harrison, Assistant Superintendent, Boston Public Schools; Mrs. Roseanna J. McCourt, Special Manager, Boston Home and School Association; Tom Morrison, Boston Latin School Member, Boston Student Advisory Council 1970–71; John P. Reilly, President, Boston Teacher's Union.

It was quickly determined that the findings of this report would be based exclusively on information gathered during sessions held by the Commission and from hearings and questionnaires distributed in selected schools.

To do this effectively the Commission decided that the investigation would be based on two approaches:

1. by hearing direct and voluntary testimony from the students, faculty, and administration at each of the selected schools, and
2. by preparing questionnaires which would be answered anonymously by parents, teachers, students, and administration.

For two months the Commission wrestled with the problem of the questionnaires:

1. the types of questions that should be asked;
2. the categories of response;
3. the area to which the questions should be directed; and
4. the proper evaluation of the results of the questionnaires.

As a result 25,000 questionnaires were prepared, distributed to the schools being studied, and completed.

The Commission then arranged for interviews at the selected junior and senior high schools. The Commission is indeed grateful to the many persons whose cooperation made this report possible: parents, students, teachers, and particularly to the school administrators whose hospitality made our visits most pleasant. Moreover, we are grateful to those who voluntarily testified; for their candor and for the deep concern they showed for the pupils and for our schools. Their testimony provided an indispensable ingredient of this report

whose contents, we hope, will contribute to a more meaningful educational environment. Once again the Commission wishes to commend all those who assisted in the preparation of these findings.

II. FINDINGS

The following findings, arranged under an assortment of topics, were reached by a consensus of the Commission members after long and very trying hours of discussion. The Commission concentrated solely on "causes" of disruption and unrest. This, in fact, was its charge.

It should be noted that the Commission prefers a group response to those who question this report. Although this report is the result of individual contributions, based on objective evidence, it is, nevertheless, a group effort.

A. *Administration.*—Unquestionably the administrator is the key person in the prevention of violence in the schools. Principals and head masters who have a deep commitment to education, who maintain a single standard, who mingle constantly with students and teachers, and who perform public and community relations functions usually run satisfactory schools.

Administrative problems on the school level have developed because of confusion and misunderstanding of administrative policies and procedures.

B. *Teaching.*—If there was one message stated repeatedly by pupils it was this: classes are boring. There is a crying need for innovation. Teachers who communicate relevant course content in a dull, perfunctory manner were criticized.

It must also be mentioned that less experienced teachers often times experimented with their curriculum but too frequently at the expense of classroom discipline and learning. Finally, in a related matter some teachers seemed to find the everyday language of students offensive and frightening, particularly when it is sprinkled with words that teachers consider off-color or obscene. Some students claim that teaching is often impaired or even halted by the inability of teachers to accept some students' language.

C. *Reading and Educational Disabilities.*—Perhaps one of the highest contributing educational factors in the disruption of classes is the inability of many students to read. Students turn away from learning when they are confronted by material they are unable to deal with due to reading deficiencies. Boredom and restlessness inevitably lead to disruptive behavior.

D. *Communication.*—Communications are ineffective, if they exist at all, between many different factions and elements within the school system. Perhaps the first observation that the Commission noted was the many worlds that exist within the same school. Very often a desire on the part of students to communicate by means of offensive language is not read as vernacular but rather as a sign of intimidation. However, it was noted by the Commission that some students intentionally employ this device to demean. Although efforts are being made to correct and overcome these language barriers, little dialogue currently exists between differing interest groups. One vehicle of student communication, the student councils,

is generally regarded as unrepresentative. Perhaps the most general complaint is "No one listens to us!"

E. *Insensitivity.*—Numerous students point to instances where teachers and administrators do not project themselves with the sensitivity required to deal with the influences of the students' home conditions, economic problems, and personality development. It is quite commonplace for teachers who come from the suburbs to make little or no effort to acquaint themselves with the neighborhood in which they teach.

F. *Rumor.*—In no single area was there greater unanimity regarding the cause of violent incidents than with rumor and its effect on the school's proper equilibrium. Simple incidents can easily be distorted or exaggerated. Rumor, given credence by newspapers, television, and word of mouth, was often allowed to run rampant, with administrators unable to get facts in order to ascertain the truth. Rumors which often seemed to grip a school and a community contributed to greater unrest and to disruption.

G. *Student Involvement.*—Students feel that major decisions are made without their meaningful input. Most participants feel that student councils do not deal with meaningful issues which would give real leadership to the students. Because of the ineffective role of the student councils, their elections become mere popularity contests.

The Commission felt that many students had strong perceptions of school problems and that their comments are untapped sources of information.

H. *Community Participation.*—Most school officials expect parents and community leaders to support their programs. But there are indications that community support is not solicited until a crisis occurs. The readiness of parents and community leaders to help maintain order in some of our schools during this past year's unrest clearly indicates their commitment to order and to quality education.

I. *Inadequate and Depressing Facilities.*—Even in light of budgetary restrictions, the almost unanimous feeling is that physical surroundings are a serious contributing cause of discontent. Vandalism, many feel, would be greatly minimized by accelerated repairs in the schools. A general physical deterioration in the schools is a direct cause of institutional disrespect. The Commission noted that in schools which enjoyed good administrator-student-community relationships vandalism is much lower.

J. *Poverty.*—The economic level of the student's home is, in most cases, related to his behavior in the classroom. Many students come to school hungry; others come to school exhausted from evening jobs they must hold; still others show the results of permissive, of absent, or of abusive parents. All these factors result in many poor students coming to school "up tight"—frustrated and angry. The consequences of poverty are often overlooked as the causes of violence in our schools.

K. *Hatred and Hostility.*—It is agreed by most that racial tension plays a part in violence in the schools. However, hard core haters, both black and white, are in the small minority. Estimates are that these students are from ten to fifteen percent on both extremes. Dur-

ing the crises this year, many others because of poor pressure became involved on one side or the other. The large majority, however, returned to a more moderate position once the pressure eased. In many cases, this hostility has been manifested by student-on-student assault and, in some cases, student-on-teacher assault. Pockets of hate and hostility are real and very significant factors of school violence. Segregationists, white and black, are ready to exploit every opportunity for disrupting the school. The tolerance that exists between some white students and some black students is on the surface only. Time for constructive action is running out if we are going to prevent further polarization.

L. *Extortion.*—There is no question in the minds of the Commission that extortion does exist in varying degrees in our junior and senior high schools. Often enough, the extortionist is a youngster who needs money to finance his drug habit. Students who will not submit to extortion react, often in a volatile fashion. Fights and arguments often break out; students decline to identify extortionists for fear of retaliation. In the survey, the answer to the statement "Money is extorted in school" yielded 2718 "Yes" answers and 1807 "No" answers—some 1127 students answered "Sometimes".

M. *Drugs.*—From testimony of students and teachers, it is obvious that drugs are used quite heavily by students of all ages. Testimony disclosed that drug-taking is confined mainly to the use of pills and marihuana, sometimes on school premises. Students responded with only 1527 "No" answers out of 5668 answers to the statement "Drugs are used in school." Equally significant, they answered "No" only 1773 out of 5737 responses to the assertion that "Drugs are bought in school." It must be noted, however, that heroin and hard drug users are in the minority.

Regarding behavior, most administrators and teachers felt a person occasionally "high on drugs" could be very difficult to handle. There was no question that drugs were a very important cause for the increase in stealing and fighting in the schools.

Although student opinion was split on the statement "Students using drugs should be punished," (2419 yes/2329 no), the sentiment was nearly unanimous that present drug education programs were ineffective (4021 yes/820 no). An added frustration for administrators was the difficulty in obtaining medical diagnostic evidence that a student was under the influence of drugs while in school.

Finally, students related very bluntly that the most credible and effective drug programs are conducted by ex-drug addicts presently involved in drug education.

N. *Outside Influence.*—There was great disparity, even polarization, between students and faculty about the influence of outside agencies on the behavior of students in school. Teachers averred that outside groups did, in fact, influence students and effect disruption. Students, on the other hand, stated that they almost totally disregarded the pamphlets and exhortation of these groups. To the question that attempts to disrupt school were made by outside agitators: 2348 students answered "Yes", 1773 students answered "No", and 1304 answered "Sometimes".

It must be noted that outside groups exerted influence on students who were already embroiled in crises, and successfully exploited their intraschool grievances.

O. *News Media.*—Interestingly enough, the survey found students not agreeing by a 2 to 1 margin that TV showing of violence in schools adds to further tension, even though testimony was nearly unanimous from all sectors that the mere presence of TV cameras and equipment was almost certain in itself to cause disturbance. The subtle difference between the two is that the news show itself was not the antagonist but rather the reporters and other news personnel, particularly those who allegedly aided and abetted some students in their acts of defiance.

P. *The School Haters.*—Students and teachers who addressed themselves to this problem were unanimous in opinion that there is a small percentage of students who dislike school with an unbelievable intensity. These students, it is alleged, hate school. The plea of all seemed to be to contain these groups within our schools or to devise some means of excluding them.

Q. *Conclusion.*—Almost every person interviewed by this Commission echoed in his own way the belief that Boston school problems are only a microcosm of those affecting our larger population. Unrest, anger, poverty, drugs, and confrontation are not unique to our schools or to our city. The pressure of overcrowding in the school symbolize the close proximity forced cooperation between two life styles a generation apart. There is little doubt to the daily or even to the casual observer of our school system that our educational system will remain in chaos as long as society at large remains in a state of crisis.

III. RECOMMENDATIONS

A. *Administration.*—The Commission agrees with the findings that the Head Master/Principal is the key person in the prevention of violence or disruption in the school.

The Commission believes that the selection of the Head Master/Principal be made from recommendations of the Area Superintendent assisted by the Advisory Council of parents, teachers, and students, and submitted to the Superintendent for nomination.

The Commission also recommends that the Principal or Head Master be placed on tenure after three one-year terms of appointment.

The Commission believes that the academic and personal qualifications of the Principal or Head Master be determined before the vacancy for a particular position in a particular school is announced. The Commission suggests that these qualifications be determined by the Area Superintendent aided by the Advisory Council.

Principals or Head Masters wishing to transfer would be rated like any other candidate applying for this position.

The Commission recommends since the Principal's position is one of everincreasing accountability for the problem of unrest, that he be given the authority necessary to do the job as the responsible, official head of the school.

If the policy-making body of the school concurs, then the Com-

mission strongly recommends that with the advice of the Advisory Council:

1. The Head Master or Principal be the sole authority in recommending to the Superintendent and to the School Committee:

a. the selection and dismissal of teachers,

b. the selection and dismissal of assistants, department heads, guidance counselors and librarians, and

c. the approval of non-academic personnel within the limits of civil service regulations.

2. The Principal or Head Master should be involved in decision-making to establish priorities of repairs and alterations in his school.

3. The Principal or Head Master should be empowered:

a. to conduct investigations, studies, and evaluations of his administration, his teachers, and his students' progress in school; and

b. to make curricular changes in cooperation with the Department of Curriculum Development and to experiment in innovative programs filling local needs consonant with the educational interests of the community.

4. The Head Master or Principal should have the flexibility to arrange special study programs to suit the needs of pupils, and the power to allocate diploma points for these programs with the approval of Area Superintendent:

a. individualized study programs for advanced pupils;

b. work-study programs for economically deprived pupils;

c. special skill programs in art, drama, music, science, industry, and nursing; and

d. part-time free-choice selection of subjects for the "school-hater" in an effort to save him.

5. The Head Master or Principal should have the right to insist that:

a. the emotionally disturbed pupil when psychologically or psychiatrically identified be removed from regular classes and assigned to a special class and teacher for the emotionally disturbed;

b. the school disrupter be referred to the School Committee for exclusion or expulsion from the school after due process of censure, warnings, hearings, and an exhaustive effort to retain him in school;

c. the chronically truant, tardy, absentee pupil or the corridor wanderer be made subject to whatever guidance, restraint, or punishment prescribed for him.

GUIDELINES TO EFFECT THESE EXCLUSIONS AND CONTROLS SHOULD BE CLEARLY STATED SO THAT ADMINISTRATORS, TEACHERS, PARENTS, STUDENTS, AND COMMUNITY LEADERS WILL UNDERSTAND CLEARLY THE RESPONSIBILITIES AND THE AUTHORITY OF THE HEAD MASTER OR PRINCIPAL

B. *Teacher.*—The teacher is in the front lines of education. This is where the action is and it is at this point violence and disruption must be faced realistically. A good teacher is priceless and can do much to alleviate the problem of student unrest. The teacher should, therefore, be selected with the greatest possible care.

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Since he is charged with the selection of teachers, the Principal, aided by his Advisory Council, should be given the right to choose his faculty.

The teacher qualifications should be determined by the principal to suit the requirements of the position: formal or informal classroom; traditional or open classroom instruction; flexible, open-campus school or comprehensive, technical, or Latin-type of studies. Whatever the type of educational offering, the teacher should be one who can make education creative, exciting, inspiring, and stimulating to the student.

Teachers, too, should understand clearly that the effectiveness of their teaching ability will be determined by frequent evaluation of their students. Accountability at all levels of education should be an integral part of quality education in the Boston schools.

The Commission cannot stress too emphatically the importance of teacher orientation prior to instruction. The teacher must understand clearly the kind of school into which he must fit, the policies and procedures to be followed, the types of students who attend, the areas where assistance may be obtained, and the community in which the pupils live.

The Commission recommends workshops before school opening, staff meetings and in-service meetings, handbooks for teacher, pupil information booklets, departmental meetings, individual conferences with administrators focusing on the team aspect of education.

Teachers and administrators should recognize that the paraprofessional is a new dimension in education. To utilize the potential of the paraprofessional, administrators should use great care in personnel selection and should provide an orientation program which stresses the interpersonal relationships of teacher, paraprofessional, and student. The Commission stresses emphatically that the paraprofessional be non-civil service; that the exclusive right of selection and of dismissal of the paraprofessional rest with the principal.

C. *Community Participation.*—The Commission recommands:

1. Parents should be encouraged by the faculty and administrators to be more involved as a strong supportive force in an advisory capacity in the operation of the schools. Fully designed guidelines should be developed so that the roles of teachers, administrators, and parents are mutually understood in order that each will respect the other's rights and authority in school matters.

2. Parent-teacher groups should become more aware of Community agencies in order to develop a broader base of action in seeking out economic opportunities to aid their children, and in obtaining possible assistance in solving social and educational problems. Some Community organizations which have been helpful are our own Home and School Associations, Kiwanis, Police-Community Relations Department, APAC, Mayor's Office of Human Rights, Model Cities, Multi-Services, YMCA, fraternal and church organizations.

3. Administrators should invite and welcome into the schools groups accepted in good standing by the community.

D. *Poverty.*—The Commission recommends:

1. Federal and/or State funds should be sought for the purpose of establishing a free breakfast program for needy or parent-neglected children in addition to the existing free lunch program.

2. Funds through Federal and/or State or outside agencies should be sought to provide educational opportunities for needy students.

3. Sensitivity programs be developed within our schools to insure a greater understanding of the educational consequences of poverty.

E. *Student Involvement.*—The Commission accepts and encourages the concept of student involvement in school activities and makes the following recommendations:

1. Student Councils should be given a more meaningful role in such areas as curriculum, athletics, recreation, discipline, textbooks, supplies, and alterations and repairs. The Commission's view is justified not only by our hearings but also by answers to our questionnaires. For example; in answer to the statement "The student council should have more influence"—4205 "Yes", 864 "No", 791 "Sometimes". "Our Student Council is effective"—1132 "Yes", 2845 "No", 1780 "Sometimes".

2. Teachers and administrators must make a stronger effort to relate to issues raised by students.

3. Head Masters should be accessible to students.

4. The Head Master should schedule periodic meetings with the Student Council.

5. Elections for student council should be governed by procedures designed to focus on leadership qualities of candidates who have awareness of the thinking of students.

6. There should be more participation in national, state, and intra-city student council Conferences for the purpose of exchanging ideas, programs, and planning.

7. A handbook on student rights and responsibilities should be prepared and distributed to all students, teachers, and administrators.

Finally, the Commission wishes to state that while student councils should be used in an advisory capacity, administration must strive whenever possible to take positive action on their recommendations. Headmasters' vetoes on student issues should be explained in detail to the school.

F. *Hatred and Hostility.*—The Commission recommends the following:

1. The School Committee should establish a Human Relations Program.

2. Representatives of the news media should be actively involved in continuing conferences with school authorities to develop a dynamic program of action to alleviate hostilities between school and pupils.

3. Programs in intra-mural sports, dramatics, music, and art should be extended and broadened to bring races together in areas of common interest.

4. Students should have freedom to sit with their friends during lunch. Such denial is in a sense repressive. In response to the statement "Students should be allowed to sit with friends in the cafeteria," 5,322 students answered "Yes", 304 answered "No", 234 answered "Sometimes". Administrators should be aware of this strong feeling.

Related to the controversial issue of bussing, the Commission found the following responses to four questions in the students'

questionnaires:

1. "Students should be bussed to other schools."—1779 "Yes", 3205 "No", and 890 "Sometimes".

2. "Is it possible to racially balance all schools?"—858 "Yes", 2879 "No", and 975 "Sometimes".

3. "Black students should be bussed to white schools." 1023 "Yes", 3820 "No", and 866 "Sometimes".

4. "White students should be bussed to black schools." 910 "Yes", 4070 "No", and 777 "Sometimes".

In all four questionnaire items concerning bussing the students uniformly expressed the same sentiments whether the schools were predominantly black or white.

The commission notes that in view of these preceding facts bussing as a device to achieve racial balance is questionable.

It should also be noted that in hearings black students testified they preferred to be in schools in their own community if quality education were available.

G. *Drugs.*—The Commission recommends:

1. An evaluation be made of the present drug education programs in the Boston Schools to determine their effectiveness.

2. A study of drug education programs in other school systems and communities be made to determine which have proved successful in order to develop a new and more effective program for our schools.

3. In-service drug education programs be organized for teachers, administrators, and non-academic personnel.

4. Preventive programs be activated to stop the sale and use of drugs in school.

5. A declaration of policy be distributed within our schools indicating the intent of school drug programs as "preventive,"—no police follow up is to be employed except as a last resort. In addition, drug users will be referred to their parents for clinical assistance.

6. A concerted effort be made to alleviate the high incidence of stealing and extortion.

The Commission suggests that the School Committee urge school medical staff to use all available resources in identifying drug users.

H. *Communications.*—The Commission recommends:

1. The student council orient students to the rules, regulations, and procedures of their school at the beginning of the school year, and reviews these rules periodically during the year.

2. The administrator make known to pupils, parents, and teachers the channels of communication available within the school.

3. The administrator use the anonymously answered questionnaire as a device for ascertaining the concerns and frustrations of pupils, parents, and teachers.

4. The administrator request of the Superintendent permission to suspend classes three times a year for workshops involving staff, students, and parents. The purpose of these workshops would be the improvement of the school.

5. The administration should control the use of the public address system during instructional periods.

6. The administration should permit constructive use of the school public address system as part of a student participation program.

7. To reduce confusion and misunderstandings, administrators above the level of head master/principal open effective two-way channels of communication between themselves and the schools.

I. *Rumor.*—The Commission recommends:

1. The School Committee establish policies regulating the formation of rumor clearing centers in schools and at School Department headquarters.

2. Personnel in charge of rumor centers have prepared listings of the key community agencies that could assist in checking the spread of false rumors.

Mr. PUCINSKI. Miss Murphy, on these figures when you say that students responded with only 1,527 "No" answers out of 5,668 answers to the statement, "Drugs are used in school," does that mean the remainder said yes?

Mr. GUSCOTT. We are not qualified to answer that question since we are merely reading the report of the committee.

Mr. PUCINSKI. I was wondering if anybody knows if it is safe for us to assume that those remainder were affirmative answers?

Mr. GUSCOTT. I think it would be very arrogant on our part to answer.

Mr. PUCINSKI. Just asking if you know?

Mr. GUSCOTT. I do not know. Mr. Chairman, at this time the report goes into the recommendations and in the interest of time and since you and the other members of the committee have been supplied a copy of the recommendations, we will complete the reading of the report for the commission that was submitted to the executive authorities with this statement. It was prepared at the direction of Congresslady Hicks and the city council so that his blue ribbon committee could come out with some recommendations. The last panel he said, Bill Harrison, who was a member of this committee put together some of his observations that he believed should be implemented. We ask the same. You asked why don't you implement these findings and recommendations. We will try to carry out these findings.

Mr. PUCINSKI. Mr. Guscott, this is an excellent study, and I am pleased that you are here today to make sure that is brought in the record although as I said earlier Mr. Phipps has been scheduled to do this and this report could have been placed in the record. It does seem to include a very comprehensive study which I think will be extremely helpful to the committee and the legislation before us. I wonder if I can get you to express some judgment on the legislation itself.

Mr. GUSCOTT. Yes, I will express some judgment on the intents of legislation. I will not get into specifics because again I said we were notified last night of this hearing, and I like you could not respond in detail to it, but on the intent of legislation, I beg of you that you do not let happen here in the city of Boston and other cities where you have a political apparatus that control the policy making decisions, that underwhich you run under that you do not let what happened or some of other pieces of Federal legislation wherein it was necessary for the Department of Labor to take away the authority of the school committee to administer the programs because

where the program was intended for the use of the people, it became a boon doggle establishment. I beg of you that you put prospective measures in your legislation, and speaking about some of the legislation, even today here in Boston, the Boston School Committee could not receive any of the funds in that legislation because they have refused to come up with a desegregated plan. They have refused to even apply for State funds, and they have recently had State funds withdrawn that could have done some of the jobs that this report calls for because they refused to submit a desegregation plan in our school. I beg you to not fall in that trap.

Mr. PUCINSKI. This report was prepared on a basis of various studies, investigations and questionnaires sent out to 25,000 people distributed to the schools. Who are the recipients of these questionnaires?

Mr. GUSCOTT. From the report and the part that you didn't want us to read, so let's go back to the report.

Mr. PUCINSKI. I see on page 3, 25,000 questionnaires were prepared, distributed to the schools being studies and completed. Do you know offhand——

Mr. GUSCOTT. If you look on page 2, I will read it.

It was quickly determined that the findings of this report would be based exclusively on information gathered during sessions held by the Commission and from hearings and questionnaires distributed in selective schools. To do this effectively the Commission decided that the investigation would be based on two approaches; (1) by hearing direct and voluntary testimony from the students, faculty and administration at each of the selected schools; (2) by preparing questionnaires which would be answered anonymously by parents, teachers, students and administration.

Mr. PUCINSKI. Are you satisfied that this report and these questionnaires were sent to a valid cross section of the parent and student people in the Boston Public Schools?

Mr. GUSCOTT. I have the utmost faith in the men and women and students who were on this commission that they carried out their job in a sensible and forthworth fashion.

Mr. PUCINSKI. I wonder if I can get your views and take advantage of the opportunity of having a distinguished witness like you here and get some comments from you on page 17. This report says, "Related to the controversial issue on bussing, the Commission found the following responses to four questions in the students' questionnaires; (1) Students should be bussed to other schools—1779 yes, 3205 no and 890 sometimes; balance to schools, 858 yes, 2,879 no, 975 sometimes." On the question of black students being bused to white schools, 1,023 yes, 3,820 no and 856 sometimes. I presume this reflects a rather extensive opinion of black students, and finally: "White students should be bused to black schools, 910 yes, 4,070 no, and 777 sometimes." In view of the national dialog going on this whole subject, and this is the first time I have seen a survey like this, what would be your reaction to the answers to these questions? Now, it seemed like the students and their parents feel almost 2 to 1 against busing. They feel almost 3 to 3, almost 4 to 1, they feel that it is not possible to racially balance schools. They feel almost 4 to 1 against black students bused to white schools, and they

feel similarly 4 to 1 against busing white students to black schools. What is your analysis of these figures?

Mr. GUSCOTT. If you want to deal with busing——

Mr. PUCINSKI. I want to confine myself to the findings. Do you think these findings reflect the real attitude of blacks and whites on the subject of busing?

Mr. GUSCOTT. Let's deal with it from what we know of. We both are engaged in integrated schools and so I first would state that my daughter goes to the Trotter School, and 50 percent of the children are bused. It just happens that Mrs. Murphy also has—why doesn't she speak for herself? We are trying to answer your question.

Mr. PUCINSKI. We have no problem of that school. You talk to me about qualified education. I know what it means to young people. What I want to know as the director of the New England NAACP, I would like your view on the findings of this questionnaire when people who you have established already as being beyond any question of qualification to participate in this survey show there are better than 2 to 1 against busing. I should say better than 4 to 1 objecting the racial school, better than 4 to 1 against black students being bused. I would like for you to speak on the lopsided affair. You seem to express the desires of the people.

Mr. GUSCOTT. Mr. Chairman, since you want to get engaged in the issue of busing, let's roll up our sleeves on busing.

Mr. PUCINSKI. That is not before this committee.

Mr. GUSCOTT. You brought it up, and we will deal with it.

Mr. PUCINSKI. You submitted this report, and I am glad you did insist on reading this report. These are figures I have not seen before. As an expert in the field, would you be good enough to translate the figures?

Mrs. MURPHY. In 1969 when my son went to the Trotter School and he was bused to the Trotter School, and we made the decision because we felt he had an opportunity to get qualified education. My son was the only child on his bus stop to be picked up. It was a new concept on education and my neighbors looked at me and thought how can you let your child be bused out of the neighborhood? They thought it was strange because the concept was new to the parents. They didn't really know what it was all about. It was not just the matter of busing. If they had asked, "Do you want to bus your children out of the neighborhood," they would have said no. When they finally realized there was an opportunity for them to get a better education, they changed their feeling about busing. Perhaps at one time they were against busing their children, and as the word gets out and as the children come back from school and says that he had a great time in school, this word gets around and the parents through the children are educated, and I am sure if these figures were perhaps taken today, there may be a different figure.

Mr. PUCINSKI. You are suggesting these figures are not right? It may change?

Mrs. MURPHY. Sure. In some of the schools what is not stressed is innovative education where it is a pupil-centered education rather than a teacher-centered education where a child may develop

through his own interest and learning. This is not stressed. What is stressed to the parent is that their children are going into a dangerous area, and there is—and nothing is stressed about qualified education and until that is done, probably you will still get unreliable figures against busing.

Mr. GUSCOTT. I would like to complete the answer on the question of busing. Three blocks from my former home on Washington Street is the Boston Technical High School of which I happen to be an alumni of the Boston Technical High School. There is an excess of 90 percent of the students in that school that are white, and they are bused into the black community. If we ask them these questions that were asked here, we would get 90 percent of an answer if it was honest, yes, we will be bused into a school, because the issue is not issue. It is quality education, and the Trotter School where my daughter goes, we have busing there and we have a waiting list there. The issue goes to quality education.

Back on June 11, 1969, we presented to the school committee on which our distinguished Congresslady sat, a 14-point memorandum that opened up with quality education, and one-fourth, tenth, of the questions that happened to be asked was the de facto segregation. When it came out of the mill, it was busing, and you ask for my opinion on this busing. It is a scareword that has been used by the political leaders. It is in regard to the unknown and the unknown issue.

Mrs. HICKS. Getting back to the bill before us, Safety in School and also the report on violence that this committee has presented to the school committee and now to you, Mr. Guscott, if the recommendations were followed as they are presented here, do you feel then that the problem of violence could be handled, and also in your opinion, do you feel that many of the recommendations could be implemented without any great cost to the school system?

Mr. GUSCOTT. I believe there is no single approach to the problems this Nation has. It is a universal problem, and I do feel that all of us have to mobilize all of the resources that we have to try to solve the problem. There is no cookbook solution to the problems our Nation faces. The only thing I can say is the fact that we have to utilize every resource that we have to develop these little young people that come here before you in panel No. 2, whether they are black or white. My attitude is yes these recommendations are a step forward in the right direction. Yes, the infusion of the right is the step in the right direction but what is more important is that we have to have the will to do the job so we can move forward and deal with the real problems of the world.

Mrs. HICKS. Thank you very much.

Mr. PUCINSKI. Thank you, Mr. Guscott and Mrs. Murphy. I think your testimony this morning was extremely helpful. I think this report certainly is a professional approach to the degree of the problem. I might just mention, Mr. Guscott, as a footnote that the emergency school bill is now trying to work its way through the House and this would provide resources to do many of the things that this report recommends, and I would invite you to look at the bill and familiarize yourself with these provisions because I do be-

lieve that there are provisions in the recommendations that could be implemented if we had the financial resources contained in that bill. Again, thank you Mrs. Murphy and Mr. Guscott.

Our next witness is Mr. Henry Robinson, the executive secretary of the Boston Teacher's Union. We had scheduled the present earlier and we are very happy to have Mr. Robinson here.

STATEMENT OF HENRY ROBINSON, EXECUTIVE SECRETARY, BOSTON TEACHERS' UNION

Mr. ROBINSON. I would like to first comment on some of the things that were mentioned in this report. I don't want to spend too much time on this because I thought the main reason of this hearing was violence. One of the comments mentioned about boring classes and teachers, I would like to comment on that. I think the answer in the report is an oversimplification. Teachers today, and we have many grievances about this, that we have 40 to 35 children in the classroom. As the classroom situation where the desks are screwed to the floor, and it doesn't lend itself for innovative programs. Often times when the teachers try innovative things the principal will come in and say the room is noisy. I think the problem is lack of a good curriculum program and lack of space is a problem. Another problem is lack of teachers. I was very impressed with the panel of the young children that testified before you. I wish all those children were on the school committee. I would like to read into the record a number of student-on-teacher assaults that occurred and that was 200 reported assaults in Boston.

Mr. PUCINSKI. This year?

Mr. ROBINSON. That is last year. The school year is different, of course, then the calendar year. I was asked to find out how many of these were of a physical nature. I would say 95 percent were of a physical nature, physical, weapons.

I would also like to comment on the curriculum programs. The teacher's union on their own time prepared a program that was based on New York called more effective schools. Now, this program is quite complicated. It includes psychology, guidance, extra social workers and so forth and so on. On the title 1 budget there was $2 million that the school department did not use. We wanted to write up a program so we could use this money, and we did these along the line with New York, and we had the New York people come here. They prepared a program similar to New York for Boston. We went to the school department and they said it is a nice program but I am afraid the Federal guidelines won't warrant this, so we then had to put it away.

Mr. PUCINSKI. I might say that in the emergency school bill if and when it passes the funds would be allocated by the direct person or groups involved. The State's role would be merely advisory, but the application would be filed by the L.E.A.

Mr. ROBINSON. Here is some of the problems that you run into. We went up to the State: We presented the program, and they said that it doesn't go with the Federal guidelines. We will only give you half the money and so forth and so on. By the time we got through,

we didn't have this program, and the cost of this program would be small. By the time it gets up to high school, it is almost too late. The cost for one elementary school district No. 1 is $788,000 for extra personnel alone, and we were quite upset that we couldn't get this program, and we were told by the State the guidelines do not cover this program.

Mr. PUCINSKI. Did I understand you to say that $788,000 for elementary district No. 1 is about three, maybe four schools?

Mr. ROBINSON. Yes.

Mrs. HICKS. You have read the study that has been presented here. Would you have anything that you would want to add to it that you feel would be a benefit to the Congress as a recommendation to the findings?

Mr. ROBINSON. I think we should try to prevent violence. This program I talk about is a preventive program. If you have the personnel available, I think a lot of these problems are going to be solved. I think that this is what we would have to do, is come up with a program to prevent the violence happening in the first place.

Mr. PUCINSKI. Mr. Robinson, I wonder if we can dismiss that lightly. There has to be some better communication between the students and the teachers. What is being done in that field, if anything?

Mr. ROBINSON. When a teacher has about 40 youngsters, how can they communicate with every single youngster?

Mr. PUCINSKI. How did my teacher when I was a youngster?

Mr. ROBINSON. That is fine. Afterschool rap sessions are fine.

Mr. PUCINSKI. That is what we are talking about.

Mr. ROBINSON. The teacher would be willing to stay after school.

Mr. PUCINSKI. I hope you don't run away. We are very happy to receive Reverend Paul Rynne from the Commission on Human Rights with the Archdiocesan Commission of Boston.

STATEMENT OF REV. PAUL RYNNE, EXECUTIVE DIRECTOR, ARCHDIOCESAN COMMISSION ON HUMAN RIGHTS

Rev. RYNNE. I would like to make a couple of observations first, and what we have heard from the students particularly from the administrative part is a lack of communication, and I think the committee itself is guilty of that same error in calling such a meeting. I will make this as an observation without any hostility. A meeting as important as this and the topic we are discussing, such little leeway was given to the community to appear before you. My knowledge came last night that it was going to be held today. I did call your office, so we are here in a very short notice.

Mr. PUCINSKI. Father, can I just ask where you called?

Rev. RYNNE. No.

Mr. PUCINSKI. How did you learn of this committee?

Rev. RYNNE. Through other people.

Mr. PUCINSKI. I appreciate what you are saying and I accept your comments certainly because we are trying to find a better way of making these hearings as meaningful as possible. This is why we get

out of Washington. I refuse to accept the fact that all the blame is on Washington, but there were press reports of these hearings and probably we have been getting inquiry from the media for more than 10 days on the witnesses and on the place where the hearings will be, and I believe that we have some clippings now. How else does the committee communicate except to ask the agency in charge which is local education, and then to publicize the fact that this committee is coming in to hold hearings on the subject, and then hope that interested parties will respond as you have, that it would be almost impossible for a committee of Congress to go into a large community like Boston and individually invite every responsible organization. First of all, who is going to make the decision as to who are the most responsible organizations. We released a report to the papers and the purpose of that release was to invite whoever was interested in participating, and I am grateful you responded to that invitation.

Mrs. HICKS. Anyone can give written testimony if they so wish. If you want to make a recording, this is the usual practice of submitting reports so that they can be embodied into the record and into the Subcommittee on Education. No one is shut off. If they want to make a report at any time, that is most welcome.

Rev. RYNNE. We are grateful for that, and we know that precedure, and many of us who are in agency work do know that. The vast majority is the people that don't know that. I would ask again the chairman if he would check the prerelease, did it find itself in the paper?

Mr. PUCINSKI. We have had inquires from organizations and various interested parties, so I presume it did.

Rev. RYNNE. The other observation I would like to make is apparently, particularly with the student groups, some selective was made somehow to invite this excellent body of students.

Mr. PUCINSKI. The board of education did that.

Mrs. HICKS. Let me correct that. It went right into the schools and the headmasters were chosen to select the students. They tried to select the head of the particular student government from schools. We had no selection made by this committee.

Rev. RYNNE. I would say of that selection by whomever to have a representative body here from a limited number of schools talking about the Boston system unrest and to have a perfect body before this board of eight students, seven of whom are black and one white, the conclusion can be drawn from someone who wishes to draw that the violence is equal to black student. To clearly show that there are many issues involved and this raises only one part of them, but to have an overbalanced approach from the extent of student representatives who were here, erroneous conclusions can be drawn from it. I could agree with Mr. Guscott and Mrs. Murphy relative to their presentation. With regard to it, and according from that report, "Boston school problems are only a microcosm of those affecting our larger populace. The tensions and unrest reflect the larger tensions in the community which have been exacerbated by the use of school issues to further divide the community." This is even in recent times of our history. The racism that underlies the problems

in employment and housing is also at the center of many of our educational problems. The failure to deal with these issues, creates educational problems. The question of school relevancy, the relationship of the official school structure to the community, the effectiveness of curriculum and teaching to meet the specific needs of specific constituencies must be raised. That proper answers to these questions could effectively ease tensions has already been pointed out in the commission on violence report of the Boston Public Schools completed in June 1971. The study commissioned by the city council and the school board has been presented today to this committee. Many answers to the questions raised today can be found in this document and we urge its implementation. Thank you very much.

Mr. PUCINSKI. Thank you, Father. Now we have Anthony Banks and Leon Rocks who are members of the Black Students' Union.

STATEMENT OF ANTHONY BANKS, MEMBER, BLACK STUDENTS' UNION

Mr. BANKS. I would just like to say that I agree with Father here that the possibility of that type of conclusion being drawn is very real, and I hope that in future meetings of this type, I hope that the school committee would try to get a cross section, to use your own words, of potential people in the schools.

Mr. PUCINSKI. I might add that we invited the superintendent of schools. Well, I believe they have had some problems that were not necessarily related to the racial question so that we are trying to get as good a class balance as we can because surely this committee has not tried nor is it trying to create any impression that student violence is only limited to schools with a minority population because we have ample evidence across the country where we did a survey of some 27 high schools last year dealing with the incidents of student violence, and that was right across the whole country, and we reported on that so I am glad you are making that point because surely this is not the intention of this committee.

Mr. BANKS. Well, we sometimes realize that our intentions are one thing and what they are accepted as is another thing. I just want to say that I was a student at the Hyde Park High School last year, so I am familiar with the problems and things that go on in Hyde Park. I was also out there this year when the trouble started, and I suppose under terms that are being thrown around here today I was referred to as an outside agitator. I don't necessarily agree with that as people would think. I just want to say that the outside agitators should be looked at as a possible solution to the problems in the schools. Outside agitators—the whole definition really alludes me because I can't see where people would complain of an outside agitator if this outside agitator was more or less teaching folks about conditions that may exist in their school. Is a person an outside agitator because he is one who feels he knows about conditions or things in the school that he feels he should know about, and he takes a step to educate people toward these conditions or whatever in the schools, so that whole thing about outside agitators, it gets away from me. Another thing in that same line would be identification cards. I

think one of the students expressed if ID cards were issued, it would cause more trouble. I take the same type of line. ID cards are completely unnecessary. If people would start dealing with the effects and not the causes, ID cards I believe are just a reaction on the part of people who are putting them in the school but to deal with the effect, that is, so I just think that people should look at the whole idea of ID cards and change their minds. This whole meeting also surprises me. Does this meeting, was this a result of tensions in the schools?

Mr. PUCINSKI. No, this is part of extensive hearings that we are holding right across the country. We will have two more on the eastern seaboard, and we start moving across the country. We would like to get as good a cross section as we can. There has been problems in Boston, but we wanted to see what the views were here along with the views that we will get from all of the communities, but Boston was not selected simply because the problem was any greater here than it is in any other community.

Mr. BANKS. Well, I just wondered. The whole thing is the people are just getting tired of things that happen with the schools. I think one of the problems that were in the school this year was that both black students and white students were beginning to get tired of the little incidences that started flaring up. It was a combination of all the things that were happening in the schools, and at some point they happened to blow open. I don't think you can make the assumption that the small group of students were starting the trouble.

One of the problems that have not been really spoken to during the whole meeting is the problem of racialism in schools, and I think the people are trying to hide from that fact. That is a major problem in the school especially with schools that have some kind of population of blacks and whites. You are always going to run into that problem. There has to be some point, some effort made, to deal with that problem. One of the things we try to do was at Hyde Park we asked the headmaster to at some point let black and white students get together and just get that whole thing about race right on the table, but you know, he was neglecting to do that. We went to the school committee headquarters and even talked to some of the members there. As soon as the people began to deal with the problem and not the effects, you will have the trouble in the schools.

Mr. PUCINSKI. Very good. Mr. Leon Rock, I wonder if you would be good enough to yield to Mr. Bolling?

STATEMENT OF HON. ROYAL BOLLING, STATE REPRESENTATIVE FROM ROXBURY

Mr. BOLLING. I think your committee has heard some very good testimony. There is very little I could add to it. I would like to speak to it in a business phase of legislature representing primarily an area where most of the students are complaining about the schools and from which most of the students come to go within other schools in the city. I have numerous communications in my office from parents in my area that are very disturbed about the confusion and disorder,

the presence of policemen in the various schools. These people are concerned about the education that the children are receiving. They are concerned that the disorder is continuing, that one situation is quieted down and another one flares up. Invariably they come to the conclusion that these are just not minor issues that pop up at different times.

I would like to tell you I had the pleasure of being invited out to South Boston High School about 4 days ago to speak to the senior student body. Now, the South Boston High School to the best of my knowledge is an all white school. The children at the school are probably in the same economic level as my constituents are. When I went to the school, I was surprised at the condition of the school. I was further surprised when the headmaster told me that after the years of the existence of that school, they were just beginning to get a science room.

Mr. PUCINSKI. Why does it take so long when we have the funds for it now? I hear this across the country, and I can't understand why there are such delays in implementing that.

Mr. BOLLING. It came as a shock to me too. After the assembly, two ladies showed me around the school and some parts of the school were just being painted after a number of years. They were making some rehabilitation work, but basically, the school had been in pretty bad shape and needed a lot of work to come up to the standards, but the two young ladies that were taking me around had a real pride in that school. They admitted that the school didn't look well, that they needed more library space, that they were just beginning to get it, but I say the spirit of the school was very high. She said the spirit was fine and I noticed the spirit reflected the communications with the teachers and students.

When I started speaking, the fire alarm went off and there was actually a fire and they said it had been set. Now, but still the feeling of pride in that school, the feeling of association between the students and teachers, I think was the best possible thing about that school, and I think this is what is missing in the whole school system today, that there is no affiliation between the student body and the administration of the various schools. The school children don't feel that they are with a familiar group. Over the years this is gradually mounting up and they have created a resentment. This is the only contribution.

Mr. PUCINSKI. I think we have a closer relationship between the legislators and Federal legislators. We have common problems that we are dealing with, and I think it is sometimes unfortunate that there is not a closer communication. I am most grateful for you taking the time off to be with us today simply because I think it helps us understand the problem in a wider perspective, so I want to thank you.

Mr. Rock, you wanted to add something?

STATEMENT OF LEON ROCK, DIRECTOR, STUDENTS' UNION

Mr. ROCK. I am the director of the black student's union in Boston. For the last 4 hours I have been here, 5 hours, listening to how come

there is student turmoil inside the city of Boston schools. They have been vaguely gone over, and I think as they said the issue of racism, bigotry, and prejudice in terms of students, administration, staff and in fact, teachers. The Boston school turmoil has never been dealt with. I think we have to stop doing with effects and start dealing with causes. I feel that the cause is racism, I think there is another cause and it is the lack of black teachers inside the schools. I think there are thirty-five thousand black students in the city of Boston, but there is a small percentage of black teachers. In fact there are only 20 black guidance counselors inside the city of Boston schools, so that is another thing. Also black teachers. Where are the black teachers? Even during the strike in 1971, students raised the issue of more black teachers to be recruited into the City of Boston schools. This was a recommendation. In fact, it was voted on by the Boston school committee to get 40 black teachers inside the Boston schools. That has been done recently. We want to know where are the black teachers. Those are some of the things students raise because the basic black student I think what they are talking about when they were here a couple of hours ago are where are the black teachers. People should start dealing with that.

Now, at Hyde Park, myself and Anthony were up there and we recommended to the school committee that there was racial conflict inside the schools and it should be dealt with, and the only way it would be dealt with is by having some set up workshop training for the students, racial confrontation workshops, dealing with racism, what racism is all about. That should be dealt with first, and until you deal with that, I think there will continue to be turmoil. Also, on the identification cards, I feel that the black student union represents a majority of the black students and we feel that identification cards will not help the situation one bit, not one bit at all. In fact, it would mobilize students more in terms of turmoil.

Mr. PUCINSKI. Thank you, Mr. Rock. Mr. Terese.

Mr. TERESE. I was never informed of the time of this meeting. We never get involved. We don't have Spanish newspapers that will tell such things about the committee hearings or the things that are going on.

Mr. PUCINSKI. Well, of course, as I said a number of times today we had publicized this hearing. I am sure you will agree that it would be pretty difficult for us in Washington to seek out any one organization and say that we want you to be there. That is part of the responsibility of leadership. You are obviously a leader in the Latin American community and one of the responsibilities is to keep abreast and informed on what is going on to the extent that it involves your interest. All you have to do is notify the committee that you would like to testify and you would be welcome here. What about this legislation?

Mr. TERESE. Even the Spanish doesn't have enough representation equally with the staff especially in education. If I recall, I lived in New York and they have—you are required to learn Spanish—and they have a bilingual having some of the teachers take Spanish. We don't have enough of that around here.

Mr. PUCINSKI. I am sure that these are problems and one of the

things of this hearing is to make this clear, and we have already gotten an inkling of that in New York, and I am sure as we expand these hearings in other parts of the country, there is no one solution to this problem, hiring more guards or institution ID cards, or the various other things we have heard, standing alone are not going to solve this problem. It was made very clear that there are enumerous crosscurrents in looking for the solution to this problem, and I am sure that what we are going to have to probably do is to expand and look at the whole structure of finance, financing education in America, and making the resources available for a broad attack on this problem. As the first witness, Mr. Bernardo said in his remarks, and others have repeated it throughout the day, that you are going to have to look at all of the resources available and you have to deal with this problem in terms of human resources and the applicability of human resources to solve this problem. I certainly agree with you and perhaps within that framework, the Spanish-speaking people are going to find expression to a greater extent.

I want to thank all of the witnesses and all of those who participated in this hearing. This has been extremely a productive hearing for our committee, and I am sure it gives us a much broader insight into the extent of this problem. Now, we had at the outset of our hearing a statement made by Mayor Kevin White which would be when the chief executive provides a statement, and it is an excellent statement spelling out many of the problems involved. I would just like to correct one part of the statement which I am sure was inadvertent. The mayor's administrators apparently feel that this act would be limited only to title I schools. This is an amendment to title I, but it is an assistance under this act and would not be limited only to title I schools. I am sure this is inadvertent interpretation of it.

If there is nothing further, the committee will stand adjourned.

(Whereupon, at 2 p.m., the hearing was adjourned.)

(The following material was submitted for the record:)

CONGRESS OF THE UNITED STATES,
Washington, D.C. March 8, 1972.

HON. ROMAN C. PUCINSKI,
Chairman, General Subcommittee on Education,
Washington, D.C.

DEAR MR. CHAIRMAN: I am calling the enclosed booklet to your attention because it may be of interest to your subcommittee. It describes the effects of the use of space technology on a high school campus in my congressional district.

Briefly, the booklet tells how an emergency communication system and an automated attendance accounting system for internal campus communications were developed by space engineers of the Jet Propulsion Laboratory with the guidance and cooperation of Principal Frank J. Schimandle of John F. Kennedy Senior High School, Sacramento; faculty members; parents; students; community representatives and the Board of Education of the Sacramento City Unified School District. The project is aimed at eliminating campus disorders, vandalism, drug abuse and discipline problems which are typical on many high school campuses in a multi-racial urban society.

Our colleague, Jonathan Bingham, has a bill, H.R. 10641, known as the Safe Schools Act of 1971, pending before the General Subcommittee on Education,

which would support programs throughout the nation of the type which was developed at Kennedy High School. I hope that hearings will soon be scheduled for H.R. 10641.

I will be interested in your reaction to this space age application to education in Sacramento.

Sincerely,

JOHN E. MOSS.

[Enclosure]

EFFECTS OF THE SPACE TECHNOLOGY ON A HIGH SCHOOL CAMPUS

(Frank J. Schimandle, Principal, John F. Kennedy Senior High School, Sacramento, California)

In the fall of 1969, representatives from the Jet Propulsion Laboratory at Cal Tech and John F. Kennedy Senior High School in Sacramento joined together in a major effort to develop a system of communications designed to meet the needs of students in a multi-racial urban society. The project involved students, parents, faculty members, and space engineers who were primarily interested in building a people-oriented program in which each segment of the community could participate. It is important to note that an extensive amount of time was spent in the development of guidelines and objectives which would ensure that all members of the Kennedy school community understood the purposes for the pilot project. In the beginning, representatives from the Jet Propulsion Laboratory met with school and district administrators to discuss the scope of the project and define its limitations. It was decided at this time that the project would be controlled by the following:

1. Publicity would be held to a minimum until such time as the program was working satisfactorily. Neither party could release information until both parties approved.
2. The Jet Propulsion Laboratory would provide all funds for the program with the exception of the supervision of the installation and administration by school officials.
3. As each phase of the project developed, both parties must approve further development.
4. The project would include in the planning, wide participation by parents, students, district personnel, faculty members, representatives from CASA and the State Department of Education.

The program was taken to the Board of Education for approval in order that the Board would be fully aware of the project. Following the meeting with the Board, engineers from JPL and administrators from John F. Kennedy met to develop specific guidelines for the project. It was at this time an organizational pattern was established and a personal relationship was determined. The following procedures were decided upon by both groups to ensure continuity of the project:

ORGANIZATIONAL PROCEDURE

The project would be a joint effort led by the principal of John F. Kennedy and the director of STA at the Jet Propulsion Laboratory. Each would have supportive groups who would contribute to the program. The Sacramento City Unified School District would provide direct support from the staff at Kennedy, the district Maintenance and Operations department, and the Data Processing Center. JPL would provide the technical organization necessary to design and produce the hardware which would be tested on the site. At each stage of the project, supportive groups were consulted, at which time decisions were made to determine future action. It must be emphasized at this point that throughout the three years in which the program has been in effect, complete cooperation and harmony have existed.

DETERMINATION OF PROBLEMS

Numerous meetings were held at the beginning of the project to determine the problems which existed. Each problem was identified and recommendations for the solution of the problem were examined. The problems were as follows:

1. Students were being attacked, threatened and blackmailed by other students on campus.
2. The student body was composed of approximately 70% caucasian, 15%

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black, 13% oriental and 2% Mexican-American, with extreme socio-economic differences.

3. Teachers and clerical staff were being threatened and abused with foul language, resulting in some teachers being afraid to teach.

4. The school did not have an intercom system or any communication system which teachers or staff members could communicate with the administration in order to obtain help in case of an emergency.

5. Incidents would occur on the campus and would not be identified until the situation had reached a point which was difficult to handle.

6. Outsiders, consisting primarily of dropouts, college students and group organizers, were continually coming on campus without detection.

7. Students were wandering the campus, in restrooms, truant and generally creating problems throughout the school and the neighborhood.

8. On several occasions, when disturbances occurred, power failures and an overloaded telephone switchboard prevented school administrators from contacting local authorities for help.

9. The Attendance Accounting System was not accurate and students were leaving class without being detected.

10. Extensive damage was occurring in the restrooms, and frequent thefts were reported in the boys' and girls' P.E. locker rooms and the student parking lot.

11. There was a definite racial tension on the campus, caused by a wide range of social and economic differences.

12. Parents were not organized and consequently, were unable to communicate with the school officials effectively.

13. Communication between students, administration and faculty was almost non-existent.

OUTSIDE AGENCIES

In the establishment of a responsible plan of action, it was determined that we should involve as many groups and organizations as possible in order to obtain a wide variety of opinion in solving the immediate problems at hand and build a working relationship with agencies which could offer direct support and assistance to the school. Meetings were held with the Sacramento Police Department, the Sacramento County Human Relations Committee, representatives of N.A.A.C.P., the Sacramento Inter-Group Relations Committee, Sacramento City Juvenile authorities, Sacramento Probation authorities, the State Department of Education and the Aquarian Effort, a local drug prevention organization. In each of these meetings, the specific problems facing the school and community were discussed and a course of action was recommended.

IDENTIFICATION OF PROBLEMS AND COURSE OF ACTION RECOMMENDED

Emergency Communication System

It was obvious from the beginning that some type of an emergency communication system was vital to the success of any program. This was apparent because of the following criteria:

1. Most disturbances were the result of two students in confrontation with each other. In this situation, it was imperative to react quickly to remove the two involved in order to eliminate the possibility of others moving into take sides. Once a large number of students become involved in a conflict, school officials are not equipped to handle the situation.

2. The exact location of the emergency must be identified and support must be sent immediately. It is important to note here that voice communication is not necessarily desired. Voice communication tends to delay response and in some cases, accurate reports are not received, resulting in confusion and delay.

3. The system must be mobile. Emergencies and disturbances are not found just in the classroom, but for the most part occur in hallways, locker rooms, restrooms, etc. A permanently stationed intercom system or an alarm button is not an optimal program because of the following:

a. In most cases, a staff member is provided a key for his individual room. If he is in any other location, he is not able to initiate an alarm. If he identifies an emergency, he must either return to his own individual room or go to the office, creating additional delay.

b. A problem is also created if a staff member attempts to go to a specific location to initiate an alarm system, or call in on an intercom system. Cases have been recorded regarding students who have blocked the path of a staff member attempting to signal an emergency.

c. A staff member who is able to initiate an emergency signal while he is in the middle of a confrontation or disturbance is at a definite advantage.

4. The system must be silent. Evidence indicates that an alarm, a bell, or a whistle tends to exaggerate the problem rather than reduce it.

5. The system must be ultra-sonic rather than electronic. It was determined that the signal to be transmitted must be restricted to a 30′ diameter area for pin-point identification. Radio or electronic signals must be oriented to a specific frequency. If a transmitter is oriented to a receiver, it could only be used in that particular location. If all of the receivers were set at the same frequency, radio or electronic signals can skip receivers, which could create a false signal.

6. The system must be priced at a level which school districts could afford to install (approximately $15,000.00).

It was with the above criteria in mind that the silent mobile communication system (PASS) was determined to be the best possible course of action. The system consists of each staff member carrying a transmitter approximately the size of a ball point pen. Receivers are located in strategic locations throughout the school, so a person initiating a signal can be identified at any place within the building. When the transmitter is energized, the signal is picked up by the receiver and transmitted to an identification panel in the principal's office. The panel has a map of the school imprinted on it, with individual lights indicating the precise location of each receiver. In addition to the light signal, a horn has been installed to attract attention to the panel [illegible] that help can be sent within seconds. The silent mobile alarm system was installed at Kennedy after approximately one and one-half years of research, planning, design and manufacture. During the testing period, the following data was compiled:

1. The emergency system was found to be extremely valuable in areas other than disturbances. Having the transmitter on their person makes the staff member a traveling communication system, who can signal for help from the exact location of the problem. Example: student had an epileptic seizure. The teacher activated the transmitter while working with the student on the floor. Another case was when a student's gloves caught on fire and the teacher activated the transmitter while putting the fire out.

2. As teacher left their rooms during a fire drill, they activated transmitters to indicate that their room was clear. Standing in front of the panel, we could watch the entire building being cleared.

3. There was concern regarding transmitters being lost or stolen. In one and one-half years of operation we have yet to lose a transmitter and had only one stolen. The transmitter which was stolen was recovered by merely watching the panel in the principal's office and following the student as he fired the transmitter. There has been the problem of teachers who have left the transmitters at home. We have solved this problem by having extra transmitters and weekly checks. One interesting fact has been obvious—whenever there has been tension, staff members have not forgotten their transmitters.

4. We eliminated at least seven major disturbances during the 1970–71 school year by the use of the system and the quick reaction to an emergency, thereby eliminating the problem before it could develop.

5. Originally, there were serious problems in false alarms. After considerable time and effort, the problem was reduced to an acceptable number. At the present time we will not have more than two to three false alarms per month.

6. It was felt from the beginning that students would vandalize the project. During the past three years, we have not had one case of vandalism. In preparing the students for the system being installed, we discussed the purpose for it in all classes. They understood it was designed to help them in case of an emergency or an accident. Even if a teacher had to call for support to remove a student, it was understood and agreed by all that this student needed help.

7. The system has proven to have one disadvantage which has been identified. The weakness is in the transmitter and the manner in which it is activated. In order to ensure a dependable signal, the transmitter should be fired at least two or three times. In some cases, this is not possible.

8. In costing out the silent mobile communications system, it was found that approximately one hundred receivers and transmitters could be purchased for $15,000.00 plus installation. Installation at Kennedy High School was $6,000.00.

9. In evaluating the possible additional uses of the system, it has been determined that it can be used effectively in numerous ways.

a. *Mines.* To determine the precise location of miners in case of a cave-in.

b. *Prisons.* With the high rise of assaults on guards, the PASS system would provide guards with a mobile communication system that could make the difference between life and death.

c. *Police.* Once the police officer leaves his car, he loses his contact with a support force. A system of this type would provide a signal which could generate a call from the car to the station.

d. *Apartment Complexes.* The use of this system could provide security for persons in large apartment buildings. In addition, the use of this system by the elderly in rest homes could be very effective.

Communication In and Out of the Building

As the problems were identified, it became apparent that additional supervision must exist on the campus, and communication must be improved both within the building and to agencies in the community. With this in mind, the following recommendations were made by the representatives of Jet Propulsion Laboratory and the Kennedy staff, in order to ensure maximum security and supervision in the school:

1. A direct telephone line was installed in the principal's office which was separate from the regular switchboard. This installation insured communication in and out of the school regardless of whether or not there is a power failure or a take-over of the switchboard. The number of this phone is not listed and is known only by the Chief of Police, the Superintendent, and the principal.

2. A two-way police radio was installed in the principal's office for the purpose of establishing communications with other schools, the police car assigned to the school and hall monitors. The radio was used in conjunction with walkie-talkies carried by personnel on and in the vicinity of the campus. When an emergency signal is received in the office on the PASS system, it is instantly relayed by means of a two-way radio to persons carrying walkie-talkies on and in the vicinity of the campus. When the signal is received by the hall monitors or the police officer, they can be at the site of the emergency within a thirty second period. The two-way radio may also be used to contact other schools or receive messages which can indicate potential problems. An example of the use of this system was when schools indicated one day that eight cars with five to six passengers each were on their way to Kennedy High. The message gave us time to prepare and have sufficient help to ensure that these students could not invade the campus.

3. Two hall monitors were assigned to patrol hallways checking students who were out of class and unauthorized persons who were attempting to enter the campus without permission. The addition of these monitors provided vital communication to the administration which had not been possible in the past. The monitors could not only identify problems which existed on campus but be moved to emergency areas within minutes. The monitor not only could offer immediate aid to the emergency but by means of the walkie-talkie could call for the help needed to eliminate the problem.

4. A school police officer is responsible for the supervision of the student and faculty parking lot, and traffic around and in the vicinity of the school. The officer may be reached at all times through the two-way radio. He is available for any serious problems and is responsible to keep outsiders off the campus.

Automated Attendance Accounting System—(Internal Communications)

In studies throughout the United States and at Kennedy High School, it was determined that students who are not in class offer the greatest danger for disturbances, vandalism, and discipline problems. This is evident not only in the school but in the entire school community. As an example, a joint project was initiated during the 1970–71 school year between the Sacramento Police Department and John F. Kennedy Senior High School, in which two special

patrol cars were assigned to the Kennedy attendance area. The officers in these cars had the responsibility to pick up any school age students who were walking the streets during regular school hours. These students were taken to a counseling center at the Sacramento Police Department, where it was determined whether they would be returned to the school or to their parents. In the first six months of the program, daylight crime consisted mainly of home burglaries, auto thefts, and auto parts thefts was reduced 62%. Additional evidence showed that 67% of the disturbances on campus occur outside of the classroom. For these reasons it was apparent that a program must be developed to more carefully analyze student attendance and movement on the campus. This was necessary for the following reasons:

1. Arson in restrooms. During the 1969–70 school year over $3,000 worth of damage was caused by students who were out of class starting fires, destroying toilets, paper towel dispensers, etc.
2. Students were found on and off campus participating in the use of narcotics and drugs. These students were located in the restrooms, behind buildings and in neighborhood homes.
3. The present system was time consuming and inaccurate. In some cases staff members were not reporting student absences because of carelessness and the fact they did not want some students in their classes.
4. With the invasion of the campus by many outside individuals and groups, it was difficult to determine who was a student and who was a visitor.
5. Thefts of bicycles, auto parts and items from student lockers were common and numerous.
6. The information accumulated on attendance was received at such a slow rate of speed that it was ineffective. It was sometimes two days later that a student was determined truant.
7. Evidence showed that some students had not been in class for over two months and that others had as many as twenty to thirty truances before they were identified.
8. The procedure for returning students to class was so slow that many students did not return to class until at least half the period was over.
9. Tabulation of student attendance records required a great deal of time and staff effort. These records, which were prepared by hand, were necessary for use in court and hearings in order to present a case against a student.
10. The system must be able to meet the needs listed above and yet be priced at a level which districts can afford.

It was with the above criteria in mind that the Automated Attendance Accounting System was determined to be the most effective program in which problems listed above could be solved.

The system consists of small remote terminals, which resemble an adding machine, located in each classroom area. Information indicating student attendance is entered into the terminal by the teacher at the beginning of each class period. The terminal accepts the information and transmits it to a mini computer located in the attendance office. The information is stored in the computer and transmitted to a teletype machine upon request. Print outs are available immediately following the beginning of each classroom period. Information includes:

1. Identification of students absent or tardy by period.
2. Name, address, phone number, sex, grade, counselor of each student.
3. Summary of student's absentee record.
4. Identification of students who are habitual truants.
5. Daily and monthly reports of student absences for A.D.A. purposes.

The Automated Attendance System was placed into operation in the Spring of 1971 and was operational for a period of approximately four months. During the testing period the following data was compiled:

1. The Automated Attendance System offered great potential for the identification of students and their whereabouts on campus.
2. From the beginning of the test it became evident the normal teletype machine would not be satisfactory and a high speed printer would be required. It was found that the printer could not print the lists required each period within the specified time period.
3. The system is totally dependent upon the accurate input of teachers and staff members. If a staff member places incorrect information into the system, it fails. With over seventy people placing information into the system each

period of a six period day, it became evident that this group was the most vital factor in the success or failure of the program.

4. The new system identified many of the failures of the attendance system which had been previously used in the school. It indicated that certain teachers were not taking attendance or reporting students absent. It further pointed out teachers who released students because of disciplinary reasons and didn't report them absent. The system also identified approximately twenty to thirty students who were somewhere on the campus but were not being accounted for at different periods throughout the day.

5. A problem exists in the original placement of student information into memory center. It is not only a massive job to enter the original information which consists of one thousand, eight hundred student programs with five to six classes on each program, but there is an added problem of some eight hundred to twelve hundred program changes during the first two weeks of each semester. In order to have accurate attendance accounting this data must be kept up to date daily.

6. Teachers expressed concern over the amount of time spent entering the information into remote terminals. The original insertion of information was not of concern since the teachers could enter the absences of eight students in less than thirty seconds. The problem arises when students return at different times during the period, either tardy or returning from another location in the building. This causes the teacher to be continually returning to the terminal to enter information.

7. Information regarding student absences tabulated for a month or a semester has proven invaluable in terms of saving time for attendance clerks and counselors. Within minutes a student's absence record can be printed out for use by counselors in hearings, parent conferences, etc.

8. Print outs identifying habitual truants and serious discipline problem students who are not in class have proved to be a tremendous asset in the recognition of problems in order that immediate action may be taken to eliminate them.

Although many problems arose in the original pilot testing period, it was apparent that the new system offered a considerable improvement over anything which had been done in the past. In the same warm cooperative relationship which has existed throughout the three years of the experimental program, representatives from JPL and the administration of JFK met at the end of the test period in June and agreed that a full day of evaluation by all persons involved in the program would be of great value to the future of the system. The results of the evaluation indicated many of the problems listed above but received substantial support from both groups that the program should and must continue. Because of the large number of program changes recommended and the need for additional hardware (high speed printer), it was decided the program would not continue until the spring semester of 1972. Recommendations for the future include:

1. A total commitment must be made by the teaching staff regarding the input of correct information into the system.

2. Teachers would be able to place information into the remote terminals at any time during the period. This would eliminate the problem of re-entry.

3. A high speed printer would be installed in order to provide information within minutes after it has been inserted into the system.

4. The increased speed of the printer will allow class lists to be provided daily at the beginning of the semester. The rapid printing of these lists daily will allow our staff to program more accurately and shorten the period of time in which program changes are being made.

5. Data must be analyzed daily and distributed to the teachers. A student's attendance record should be on call at the request of teachers or counselors.

6. Consideration should be made to involve the system in student programming. It is essential to note that the greatest percentage of disorders and unrest occurs in the first two and one half months of the school year. This is caused by students who are not in class, need program changes, or do not have a program. Most high schools have from eight hundred to twelve hundred program changes during the first six weeks of school. In reviewing the causes of many of the early year disturbances, it can be clearly evidenced these disturbances are directly attributable to the fact that students have been unable to be scheduled into classes because of the time consuming, laborious procedures now required to process student program changes.

Communication—A People Program

A program of communications and the development of a communication system cannot be limited to the building of hardware but must include the intimate use of all human resources available. During the past few years there has been an increasing and unprecedented effort on the part of students, parents and teachers to participate meaningfully in the formation and function of school policy. The cry of no communication, lack of understanding, relevancy, and bigotry indicate the vital necessity for bringing together all segments of the school community to consult, to work, and to come to understand each other. With a history of violence involving over 65% of the secondary schools in the United States and the dramatic manner in which the news media portrays this violence in every American home, the school must be alert to the critical issues facing America's youth and open new avenues of communication and participation which can emphasize the high stakes every student, parent, and staff member has in his school.

Administrators must be alert to the composition of their schools—ethnic proportion, socio-economic differences, the nature of the neighborhoods, and those groups in the school vicinity which can effect the students and the community in which it exists.

All of these issues and problems indicate that school personnel must analyze in depth all phases of their program and conscientiously strive to make all members of the school community feel they can actively participate in the determination of school policy and programs.

In examining the concept of building a program of people communication, representatives of JPL and the administration at JFK committed themselves to an intensive effort to open channels of communications between staff members, teachers, parents and students. It was their primary concern that they must make every effort to know the problems existing in the school community and be willing to make changes to solve these problems. As these concerns were examined it became obvious that many times situations existed which the administration knew nothing about, resulting in frustration for those individuals who felt nothing was being done about their problems. For this reason, it was important to establish the fact that there was a structure of communication in the school which would give students an opportunity to solve their problems. This structure included the usual personnel available to work with students plus committees and programs established to insure help to any student who had a concern or a problem.

1. *Normal in-school communication*

a. Any student should be able to go to his teacher for help and guidance. The teachers at Kennedy are deeply concerned about each student's future and will offer any help needed to insure that student's success. The teacher is the first channel of communication.

b. Each student has a counselor who is dedicated to work with him in planning his future and to help solve his problems or concerns. The counselor is important because he has the information the student needs to insure graduation requirements, college entrance requirements, scholarship applications and job planning data. In addition, the counselor is a highly skilled guidance worker who is available to help the student with any individual problem he might have.

c. Secretaries and clerks are located throughout the building to help students answer problems concerning the library, registration, transcripts, attendance, vocations, etc. These staff members are in the school to help students and to serve their individual needs.

d. The school nurse is responsible for students' personal and physical needs. Students who have problems of this type should discuss them with the nurse. The nurse is highly qualified to answer the most delicate questions pertaining to problems faced by young men and women of high school age.

e. The Vice Principals are highly skilled professionals who have specialized in the area of guidance and instruction. Students who are concerned about any problem regarding the instructional program or the guidance division should feel free to communicate their problems with a vice principal. At the present time they are heading specialized student curriculum committees and intergroup relations committees which are vital to building of a close relationship between the students and the administration.

f. The Student Activities Advisor is available to answer any concerns students may have regarding any student activity, club, organization, or class (i.e.

Sophomore, Junior or Senior). He works very closely with all student groups and can help students select activities which are of particular interest to them.

g. There are some areas of communication which can only be answered by the principal. The principal's door is open to students who have concerns or problems which they feel need his attention. In essence, all concerns and problems must cross his desk and he must in the end be accountable for all actions and decisions. It is for this reason that he must keep avenues of communication open between the students and himself.

It is important to note that the number of persons whose prime responsibility is to serve the student and his needs. Each staff member listed above has particular unique qualifications to answer student concerns and problems. These staff members are primarily dedicated to provide students a maximum opportunity to learn in an environment which is relevant to each student's individual needs.

2. *Special in-school communication*

a. The past few years have seen an increasing use of drugs by high school students across the nation. Students who are deeply, or even slightly, involved in the use of drugs find it extremely difficult to communicate with the older generation or members of the so-called "establishment". For this reason, a unique program was designed in which a member of the Sacramento Aquarian Effort was assigned to the school daily. He is a former drug user who was carefully selected for his special ability to communicate with students and relate to their special needs in this area. The Aquarian function is to be available as a resource to the administrators and counselors in problems of drug abuse involving individuals, groups, or the entire school. He would serve as a resource to classroom teachers and would work directly with students who were faced with drug problems and crises. This program is yet another effort to meet the student's specific needs to communicate with someone about a subject which is tabu to many.

b. Students today are being placed into the justice system at an alarming rate. Parental responsibility is gradually being shifted to the police and other social agencies. It is also indicated that there is a definite breakdown in respect for the law and the policy officer throughout the country. For these reasons, there was an obvious need for a person, trained in crisis counseling and possessing an objective point of view, who could immediately intervene when it was apparent that a breakdown in interpersonal relationships was occurring. For the first time in the history of Sacramento, the police department became involved in a meaningful rehabilitative process. Officers were carefully screened for their particular capabilities of not only caring for young people but having the capacity of communicating with them. These officers were placed in an intensive crisis counseling in-service training program of over one hundred sixty hours at Sacramento State College. From over one hundred officers who were originally interested in the program, five were selected to be assigned to each of the five senior high schools in the district. The officer's purpose on campus is to develop and improve rapport between the students and the Sacramento Police Department. Even more important, the officer/counselor will purposefully intervene into the lives of students during crisis situations when such intervention will help them develop more appropriate means for dealing with their problems. Through the use of relevant psychological skills and counseling techniques, the officer will attempt to help students avoid being drawn into the juvenile justice system and avoid being labelled by society as a juvenile delinquent. The program was specifically designed to provide communication between police officers and students in order to allow students the opportunity to solve problems which the normal school program could not meet.

c. Guidance Day was a unique idea initiated by the Student Cabinet and the faculty during the past school year in order to provide students an opportunity to meet with teachers, counselors, and administrators. The program was designed to give students the time to discuss individual problems, receive individual attention, make up assignments, and attend group assemblies to hear visiting speakers discuss issues which are of concern to members of the student body. The program offers the staff and students a rare opportunity to have informal discussions which can identify problems and concerns of both groups. With one of the prime objectives of the high school program being preparation for the field of work, Guidance Day offers students a rare oppor-

tunity to understand themselves, work out their individual problems, and to investigate the possibilities of a future vocation.

d. Group counseling sessions are available to students who are interested in interacting with others regarding a variety of concerns and problems. The sessions are led by the Kennedy counseling staff and are specifically designed to encourage students to communicate with each other.

e. The school newspaper is another means of providing students an opportunity to communicate with the entire school community. The hard working staff members of the Clarion are continually looking for interesting stories or vital issues to discuss so that Kennedy students are kept aware of an ever changing society.

f. The administration has initiated a series of breakfasts and get-together meetings with students in homes and at school. These meetings are designed to build better understanding and good will between the staff and the students.

g. Special cultural days have been recognized throughout the year in order to build good will and understanding between the various races and cultures.

Each of these special programs is aimed at bringing people together. They are a part of the total plan to rekindle the faith of our students in the structure of government and sincerity of its leaders.

3. *Committees to improve communication*

In any program of communication it is vital for all segments of the school community to participate in decision making. All groups and individuals must have an opportunity to express their viewpoint and feel that their contribution can make a difference. For this reason a group of committees were established, composed of students, teachers and parents who were assigned the task of examining all phases of the Kennedy program in order to make recommendations for improvement to the principal. These committees met regularly and offered many suggestions for improvement on the campus.

a. *Human Relations Committee.*—This committee was established to give parents the opportunity to express their concerns about the school and about problems existing in the school. Parents were selected geographically from each of the neighborhoods and met once a month to discuss school problems and programs with the principal. These parents played an active role in relating the parents' viewpoint on all issues facing the school community. They have become a bridge of communication between the school and the community.

b. *Faculty Advisory Committee.*—This committee was selected by the teachers to meet with the principal regularly to discuss problems affecting the teachers and to make recommendations on programs existing in the school. This group also worked with both students and parents in a continuous effort to build understanding and teamwork.

c. *Student Council.*—This group is a representative group elected by the students to govern all student activities. It is specifically organized to study student problems and relate these problems to the administrators for action. All students should feel a responsibility to keep their representatives on the Student Council informed of any problems that exist in order that they can discuss them and make recommendations for change.

d. *Cougar Voice.*—The Cougar Voice Committee was specifically designed by the students to receive all problems or grievances which exist and make recommendations regarding these problems to both the Student Council and the principal. Recommendations from this committee have resulted in many changes in school programs and school rules and regulations.

e. *Intergroup Relations Advisory Committee.*—This committee is composed of teachers and students and is primarily designed to organize all activities and programs pertaining to bettering human relations and understanding on the campus. It has the responsibility of identifying areas of concern and positive programs of bringing people together.

f. *Student Curriculum Advisory Committee.*—This committee has representation from all ethnic minority groups and was organized last year to give students the opportunity to evaluate the instructional program from a student viewpoint. The committee working with the Faculty Council developed a teacher evaluation form which was used by the staff at the end of the spring semester. The primary purpose of the committee is to assist the staff in determining overall goals and objectives of the school and to study the merits of proposed new courses of study. They should also assess the objectives and the effectiveness of any new courses, suggest possible enrichment and/or improve-

ment of new courses, and recommend courses for possible curriculum development.

g. *Faculty Curriculum Advisory Committee.*—This committee serves as the primary means by which each principal involves the faculty in the process of curriculum development and evaluation. The committee, in conjunction with the professional staff, students and members of the community which the school serves, helps to determine the overall curricular goals and objectives, suggests realistic priorities for curriculum development and assists in the evaluation of the curriculum with regard to stated goals and objectives.

CONCLUSIONS AND RECOMMENDATIONS

1. Space technology and the application of the knowledge learned in space can be an important asset to education and an approach to education in the future. If there was anything we learned, it was the technique of approaching a difficult problem and the steps which must be taken, through systems analysis, in order to solve the problem.

2. There is real effectiveness in the multi-discipline approach to the analysis Jet Propulsion Laboratory at Cal Tech and the staff at John F. Kennedy Senior High School complemented each other in their effort to find the solutions to unrest and tensions in high schools. The engineers offered techniques in approaching the problem and hardware which could help alleviate the problem. The staff at JFK offered their knowledge of people and their reaction to the effects the hardware would have on these people. In essence, the two groups were able to combine effectively a hardware program and a people program.

3. The relationship between the two groups was a remarkable part of the program. In three years, there was not one incident in which either group was not cooperating fully with the other. It was during this period of time that a great admiration and mutual respect was built between the two groups.

4. The organizational pattern was highly successful. Participants were able to interact with all levels of the organizational pattern. There were some delays which created problems, but each of these delays were worked out with mutual respect and understanding.

5. It is our firm conviction that PASS and AAA can be vital links in establishing peace and harmony on high school campuses. They cannot function effectively without involving the people program but certainly stand as a tremendous advancement in giving administrators and teachers a chance to survive.

6. Any school which has numerous problems of unrest and violence should look at this project seriously. In many instances, it is the first time a school staff has studied in depth the role which each group must play in all aspects of the school program. As indiciated, a major effort was made in this study to provide every individual in the school community an opportunity to be heard regarding their problems and their concerns.

7. We found communication to be a two-way street. If we fail to communicate our problems to those who can do something about them, then we fail in our responsibility as citizens in the community. However, persons who have administrative power must make it easy for those who have problems to relate those problems in a responsible manner.

8. Because of the effectiveness of this system at JFK, a major effort should be made to inform school districts across the nation of its value and its importance to their survival. The most appropriate way to do this would be to communicate the JPL-Kennedy story in as many ways as possible. This would include news stories, articles for periodicals, and participation in major educational conventions across the nation. Recommendation of conferences which should be examined are as follows:

a. National Association of School Facility Planning—Las Vegas—October

b. National Association of Secondary School Administrators—Anaheim—March

c. American Association of School Administrators—Atlantic City—February

9. A workshop should be designed for school districts which would share the research and knowledge accumulated during the three year study. The workshop should include the following:

a. *Role of the High School Principal and Key Administrators in an Emergency*

Plans for emergencies which include students, parents and staff. Would include such items as:

Signal system
Procedure to keep students in school, or
Procedure to send students home
Bomb threats
Walkouts, sit-ins, non-violent activity
Parent patrols
Fire extinguisher training
Curtains over glass windows

b. *Plan of Action in Time of Disorder*

When are police called, how contact is made
Chain of command
Relationship of police and school
Responsibility of staff
Communication with staff
Relationship with news media
Relationship with parents
Relationship with district staff and board
Procedure to close school
Staff training requirements

c. *Use of System*

What is the system?
Component parts and relationship
Use of system by school staff
Auxiliary personnel—hall monitors, officer
Auxiliary equipment—two-way police radio, walkie-talkies

10. The systems must be saleable. In the development of both systems, it was constantly emphasized that cost was a primary factor. School districts across the nation are suffering from financial crises. Unless the systems can be built at a price districts can afford, the project can be of no use.

11. Students, staff and parents must be committed to the project and be willing to dedicate their time and skills to its success. Only through involvement of all groups will this commitment be obtained. It is important to note that acceptance can only come when all groups understand the objectives of the program and have an opportunity to participate in it. During the initial installation many delays created serious doubt that the systems could be effective. Without continued briefing of the staff and students, confidence would have been lost in the system. In the future, completion dates should be made more realistically.

A thorough investigation should be made as to all the possible uses of both systems. A definite interest has been expressed by the California State Office of Corrections and the California State Employees Association in the Silent Mobile Alarm System. In a C. S. E. A. report, dated September 24, 1971, titled "California Prisons in Crisis," this system was recommended for immediate installation.

BOARD OF EDUCATION OF THE CITY OF NEW YORK,
Brooklyn, N.Y., September 22, 1971.

Hon. ROMAN C. PUCINSKI,
Chairman, General Subcommittee on Education, U.S. House of Representatives, Committee on Education and Labor, Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PUCINSKI: On September 17, 1971, the General Subcommittee on Education heard testimony in New York City on H. R. 3101, the Safe Schools Act. You generously invited me to testify. Because of another commitment, I was unable to appear before the Subcommittee; I did, however, submit written testimony, as you are aware.

One newspaper report of the hearing indicated that the Subcommittee may have been led to believe, because of my testimony or others', that I have no position on H. R. 3101. Such is not the case. I support H. R. 3101. As I stated

in my written testimony, "school authorities clearly must make all possible efforts to make schools safe by using a variety of means." This legislation obviously will assist school authorities to do precisely that, and I welcome the prospect of new Federal support in this area.

What I tried to make clear in my testimony is that there is a distinction, in my judgment, between short-range and long-range efforts to promote safety, security and stability in the nation's schools. In brief, it is my position that the legislation in question should provide financial support for both long-range and short-range efforts. The schools, in my opinion, need the latitude both to employ security guards in the short run, and—in the long run—to develop new procedures and new systems which are designed and implemented collaboratively by students, parents, teachers, school administrators and community representatives.

I would appreciate it if you would enter this letter into the record as an addendum to my written testimony.

Sincerely,

HARVEY B. SCRIBNER,
Chancellor.

STABILITY AND DISRUPTION IN THE PUBLIC SCHOOLS OF NEW YORK CITY

A REPORT TO DR. HARVEY B. SCRIBNER, CHANCELLOR, NEW YORK CITY PUBLIC SCHOOLS

ACKNOWLEDGEMENTS

This study was conducted with the cooperation of staff members and principals of New York City schools and the High School Office of the Central Board of Education. The responses to the questionnaire and the cooperation offered to the team during the visits to the school permitted the report to be completed by the end of the school semester, June, 1971. Special thanks must be given to the cooperating Community School Boards and Community Superintendents who participated in the project and who supplied materials related to school stability used in schools in their districts.

During the investigation of the problems of school unrest, Mr. Thomas Van Sant and Dr. George Patterson, Assistant Superintendents assigned to the Office of the Chancellor consulted with the Team and served as liaison. Mrs. Beatrice Lerner, Secretary in the Office of Continuing Education provided secretarial services and assistance to the Team.

Cooperating agencies included the United Federation of Teachers, the Council of Supervisors and Administrators, and the New York City Police Department. Many other bureaus, agencies, and individuals were consulted; many were able to provide assistance and support to the study.

The final report was prepared with the cooperation of the Bureau of Curriculum Development, Dr. David A. Abramson, Director. The bibliography was prepared by Mrs. Edna Bernstein and Mrs. Vivian Sage, librarians for the Bureau. Mr. Harold Rosenblatt, Research Assistant for the Bureau assisted in the analysis of the data and made major contributions to the final design of the tables and the report which was prepared by members of the School Stability Resource Team.

DANIEL A. SALMON,
Chairman.

THE SCHOOL STABILITY RESOURCE TEAM

(June 30, 1971)

During the past several years, the public schools of New York City have experienced a major increase in student unrest, disruptions, vandalism, and other untoward incidents. Some of these problems are internally generated, others have their roots in the community at large. Because of this increase in instability in the educational process at all levels, and because of the numbers of serious attacks on individuals in the schools, and because of the growing fears of students, staff, parents and the general community, the Chancellor organized a task force to examine the problems and recommend appropriate solutions.

The School Stability Resource Team was established after preliminary meetings were held with staff members of the educational system, representatives of the United Federation of Teachers, the Council of Supervisors and Administrators, the Police Department, the Mayor's Task Force, and other concerned agencies. The members of the Team were selected by the Chancellor on nomination by the UFT, the CSA, the Police Department and the Chancellor himself. Operating as an independent committee assigned to the office of the Chancellor, the Team pursued the investigation during the school semester from February through June, 1971. This study is the result of its efforts to find viable solutions to the problems related to security and disruption in the schools. Although the report is being made to the Chancellor, it is expected that it will receive wide distribution among staff members who may examine the findings and consider the recommendations for appropriate implementation in individual schools.

PURPOSE OF THE STUDY

The objectives of this investigation included the following:

To visit and examine schools in order to ascertain those practices which tend to make a school stable

To determine the scope, extent, and intensity of the disorders, disruptions, and unrest in New York City schools

To review procedures for improving school security

To develop recommendations for consideration by staff for the establishment of practices which would be helpful in stabilizing schools

To recommend administrative programs for short range and long range implementation which would improve stability and security in the public schools of New York City.

ESTABLISHMENT OF TEAM PROCEDURES

In order to complete the assignment in the limited time available, it was determined that the plan of action would include a number of thrusts to be undertaken simultaneously. These programs included (a) visitation to selected schools and consultation with staff, (b) review of the problems by means of conferences with individuals and agencies within and outside of the educational community (c) an examination of the literature including reports and studies, professional publications, and locally prepared documents, and (d) solicitation of information concerning school stability from administrators of high schools by means of a questionnaire. The information secured from these procedures was to be analyzed and prepared as a report to the Chancellor.

The majority of the schools visited were academic and vocational high schools. This was done because it was hypothesized that the problems of the secondary institutions typified disruptions in the schools and were the most extreme. The intermediate and junior high school unrest was not unlike the high schools. Because of the limitations of time and staff, the questionnaire concerning school stability and disruption was directed to high school principals only.

SELECTION OF SCHOOLS

There are sixty-five academic high schools (including special and comprehensive schools) and twenty-seven vocational-technical high schools in the City system. A representative sampling was compiled to include the following criteria.

Plant—age, size, condition, location.

Pupil population—ethnic distribution, sex, number.

Staff—status of principal, special qualifications, experience.

Type of program—academic, vocational, technical, comprehensive.

Twenty high schools in the visitation schedule are included in the tabulation. Additional visits to the schools were made on an informal basis by the Team and by individual Team members. This procedure was not meant to serve as a follow-up to the earlier visit, but it did provide some insights into the effectiveness of the regularly scheduled visits.

Two junior high schools and six elementary schools were visited on scheduled days. These visits were cleared with the Community Superintendent prior to the date.

The high schools visited included the following:

School	Type	Borough	Date visited
Haaren	Aca	M	Feb. 23, 1971
John Bowne	Aca	Q	Feb. 24, 1971
John Jay	Aca	Bk	Feb. 26, 1971
Sheepshead Bay	Aca	Bk	Mar. 2, 1971
Franklin K. Lane	Aca	Bk	Mar. 3, 1971
George Westinghouse	Voc/tech	Bk	Mar. 8, 1971
Brooklyn Tech	Tech/spcl	Bk	Mar. 9, 1971
Theodore Roosevelt	Aca	Bx	Mar. 15, 1971
Andrew Jackson	Aca	Q	Mar. 17, 1971
Susan Wagner	Aca	R	Mar. 18, 1971
Louis D. Brandeis	Aca	M	Mar. 23, 1971
Morris	Aca	Bx	Mar. 25, 1971
Seward Park	Aca	M	Mar. 26, 1971
Jamaica	Aca	Q	Mar. 39, 1971
Queens Voc	Voc	Q	Mar. 31, 1971
DeWitt Clinton	Aca	Bx	Apr. 5, 1971
Art and Design	Voc	M	Apr. 6, 1971
Canarsie	Aca	Bk	Apr. 22, 1971
Central Commercial	Voc	M	Apr. 26, 1971
Port Richmond	Aca	R	Apr. 28, 1971
John Dewey	Aca/exp	Bx	May 6, 1971

The junior high schools visited included Lefferts Junior High School 61, Brooklyn, and John S. Roberts Junior High School 45, Manhattan.

OBSERVATION CHECK-LIST

A data form was developed (see Appendix I) to aid in assessing the observed conditions and recording the results of discussions held in each school visited. Confidentiality of the reports was observed and the source of information secured from those interviewed was retained by the Team. The report of each visit was prepared after the visitation during periods when the members of the Team could review analyze their observations. The checked items were objectively noted and the comments are a composite of all the observations of the group.

Official data were secured from Board of Education sources. The items on the check list reflect those discussions held with principals, assistant principals, deans, teachers, para-professionals, custodians, police, students, parents and others involved with individual schools.

VISITATION PROCEDURES

Each school to be visited was contacted by telephone one day in advance. This was done to allow time for the principal to arrange for staff members to be available for conferring with the Team. Although it was recognized that this advance notice might be detrimental to objective observation, it was felt that principals were concerned about the problems of disruption and were more interested in helping to seek out viable solutions than to make an impression on the Chancellor's Team. However, in almost every school visited, the staff had been alerted, the front door was manned, and the Team was "expected."

Procedures varied somewhat during school visits; however, the following practices were typical of the activities for the day:

(a) A brief examination of the exterior of the physical plant, the neighborhood, and the general appearance of the area provided indications of the problems that were most prevalent. Schools with extensive external damage, graffiti and generally dirty grounds were often the most troubled schools.

(b) The Team reported to the principal's office and conferred with him and other staff members. The Chairman outlined the background of the study and the aims of the group. Questions were asked by all Team members with opportunity for staff members to respond and contribute information at length. The meetings were informal, and rough notes were kept by one member of the Team. The formal check list was not used, except as an occasional reminder about areas that might not have been covered.

(c) After the conference which often lasted more than one hour. Team members would visit other parts of the school. Individually or in pairs, the entire building would be examined by the Team. During this part of the visit, staff

members, school aides, students, custodians, police, and other persons in the building were interviewed. Classrooms, offices and laboratories and shops were observed. Gymnasia, locker rooms, pools, study halls, and auditoriums were examined. The physical conditions of these areas as well as the kinds of instructional programs being conducted were noted. The corridors were observed during class change and during periods of instruction. Toilets were examined during these times. Particular attention was paid to those areas which would tend to be difficult to control such as vestibules, basement areas, storerooms, courtyards and the like. Special attention was given to the cafeteria during and after lunch periods. This is reputed to be a major trouble area in almost every school and the methods of control varied in each plant.

(d) Among the staff members contacted were the UFT chapter chairman, the guidance counselors, the attendance teacher, the deans, the coordinator of student activities, the G.O. advisor, the community relations patrolman, and the police officer assigned to the building, if any. In addition, schools with regularly assigned security guards were observed to assess the effectiveness of the guards. The guards and the supervisor were consulted as well.

(e) Individual teachers were approached, often during their lunch periods when they were anxious to talk to the Team. Team members could often reach twenty or thirty teachers during a visit to ascertain their concerns and ideas regarding the problems of stability and the effectiveness of the security program.

(f) Student leaders and other pupils were interviewed during the course of each visit. This was usually done on an individual basis with no regular staff member present. The lunchroom was often the location for such meetings. In several instances students were asked to talk to the group during the morning conference in the principal's office. Most student leaders were direct and outspoken during these occasions in spite of the presence of the school administration.

(g) In several schools, members of the parents association or individual parents were available. They, too, were willing to discuss the problems of disruption and stability with the Team. They all indicated a growing concern about the problems of unrest in the schools of this City.

(h) Additional information was secured through contact with the local precinct in which the school was located. Information about active community groups was also secured from this and other sources.

(i) Upon return to Board of Education headquarters, the Team prepared a summary of the visit using the check list as a basis for discussion.

QUESTIONNAIRE TO HIGH SCHOOL PRINCIPALS

As part of the effort to secure a broader indication of the reasons for the wide range of disruptions and unrest in the schools, a questionnaire was distributed to all of the academic and vocational high schools in the system. (See Appendix 2) Eighty-five schools responded to the request, thus providing an excellent sampling of the opinions of administrators as to the possible causes of stability or disruption in their schools. Although the return date was prior to the Spring recess, there appeared to be no significant differences in the school stability patterns for the balance of the school year.

The data from the questionnaires were tabulated and analyzed by the Team. Special attention was given to the correlation of responses of those schools that were visited and the observations made by the Team during the visitation.

Comments and suggestions made by principals concerning procedures and recommendations were classified and tabulated. These are included among the findings of this report and represent a positive contribution made by field personnel to the suggested programs and procedures for improving school stability.

Additional sources of ideas were the memoranda used in individual schools. A number of schools cooperated and made such materials available for use by the Team. These included handbooks, bulletins, check lists, programming devices, notices, records, and other administrative techniques that were useful in the school. It is of interest to note that the disparity of procedures suggests a lack of communication among schools, particularly in regard to security practices and curriculum innovation.

INTERIM REPORTS

During the course of the investigation, the Chancellor was given interim reports to apprise him of the direction and progress of the Team. These reports were dated March 4, 1971, March 22, 1971, April 8, 1971, and May 11, 1971. In

addition, progress reports were made to the Police Department. The observations and recommendations in these preliminary reports are included in this paper.

ADDITIONAL CONTACTS AND CONFERENCES

In order to provide as many inputs as possible during the course of the investigation, discussions and conferences were held with many groups and individuals both within and outside of the school system. This broad perspective of experience and opinion helped to develop insights and understandings concerning the problems of stability, security, safety, and disruption. Although many individuals tend to equate the problems of disruption from their own interests and points of reference, a number of patterns emerged which have been included in the final recommendations of this report.

Among the agencies and individuals are the following:

Chancellor and staff
Assistant Superintendents, in charge of school security force
Assistant Superintendents Office of High Schools
Community Superintendents
Community School Boards
President, High School Principals Association (academic and vocational)
Mayor's Task Force
Deputy Superintendent for Instructional Services
Pct. Commanding Officers, Police Dept.
Director of Curriculum Development
Vice President, United Federation of Teachers
President, Council of Supervisors and Administrators
Executive Secretary, Vocational Advisory Commission
Director of School Planning and Research
Coordinator of the City-Wide General Organization Council
Director of Training, School Security Guard Program
Administrators of corporate security programs for New York business concerns
City-wide consultative council of community school boards
Director of Office of Inter-group Education (Human Relations Bureau)
Director of Central Zoning Unit
Community Relations Officer

The team visited and observed a selected sampling of the secondary schools of New York City. Discussions were held with staff, students, parents and others associated with the schools. The analysis of the visits to these schools is described and summarized in the following section:

Analysis of the Observations Based on Visits to Selected High Schools

INTRODUCTION

This report attempts to identify factors which tend to stabilize or which can lead to instability in a school. The Team visited twenty-one high schools and investigated the school plant, administration procedures, curriculum, staff, pupil participation, parent involvement, community involvement, and other special problems related to school stability.

The check list used by the Team (See Appendix I) was the basis for the analysis that follows. Twenty-three schools were visited, twenty are included in the data. (See Table 1) Those not tabulated were omitted for the following reasons: limited time factor, not feasible to examine all aspects of each school, split-schedule schools limit observations, school examinations in progress, and experimental nature of the school program.

TABLE 1.—DISTRIBUTION OF HIGH SCHOOLS VISITED

Type	Number of schools (borough)					Student, by sex		
	M	Bx	Bk	Q	R	Boys	Girls	Co-ed
Academic	3	3	3	4	2	3		12
Vocational	2		1	1		1		3
Technical			1					1
Experimental			1					1
Total	5	3	6	5	2	4		16

1. One school is designated as vocational-technical.
2. Brooklyn Technical High School is designated as a "special" school requiring an entrance examination for admission. It is listed as a co-educational institution, however, very few girls are registered.
3. John Dewey is an experimental high school and is not included in the tabulation of visits.

CONDITIONS OF THE SCHOOL PLANT

Conditions of the school plant were, for the most part, very good. Custodial services were excellent. Older plants tend to be more difficult to maintain. The low acoustical tile ceilings in many new schools were subject to damage by vandalism. Graffiti was evident in a number of schools, good maintenance tended to reduce this to a minimum.

TABLE 2.—OBSERVED CONDITION OF SCHOOL PLANT AND GROUNDS

Area	Number of schools								
	Excellent			Fair			Poor		
	Academic	Vocational	Total	Academic	Vocational	Total	Academic	Vocational	Total
Lobby and corridor	14	4	18	0	0	0	1	0	1
Auditorium	13	1	14	1	1	2	0	1	1
Stairways	13	3	16	1	1	2	0	1	1
Exits	8	2	10	4	1	5	1	1	2
Toilets	10	3	13	2	1	3	0	1	1
Cafeteria	12	2	14	1	0	1	1	1	2

An inspection of Table No. 2 points out that the physical plants were generally well maintained and, therefore, maintenance was not necessarily a contributing factor toward instability.

AREAS CONTRIBUTING TO DISRUPTION

The areas of the school found to be the major sources of disruption were not identical in all schools. In one half of the schools, however, the exterior doors were a source of disruption. Approximately one-third of the schools had disturbances in the cafeterias. Table 3 lists the areas where most disruptions appear to be concentrated.

TABLE 3.—AREAS FOUND TO BE THE MAJOR SOURCES OF DISRUPTION

Area	Number of schools		
	Academic	Vocational	Total
Lobby and corridors	3	0	3
Auditoriums	1	1	2
Stairways	4	1	5
Exits	10	2	12
Toilets	1	1	2
Cafeteria	6	0	6

EFFECTIVENESS OF SCHOOL ADMINISTRATION

The observed effectiveness of the administration in the areas of: (1) absence procedures, (2) cutting procedures, (3) discipline/dean, (4) programing, (5) student identification, (6) visitor identification, (7) school aides, (8) security guards, (9) fire alarms, and (10) chain of command is noted in Table 4. This table points out that the areas of absence procedures, cutting procedures, programming, and student identification need strengthening.

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TABLE 4.—OBSERVED EFFECTIVENESS OF ADMINISTRATION IN SELECTED AREAS

Area	Number of schools								
	Academic			Vocational-technical			Total		
	Excellent	Fair	Poor	Excellent	Fair	Poor	Excellent	Fair	Poor
1. Absence procedures	8	7	0	1	3	0	9	10	0
2. Cutting procedures	4	10	1	0	2	1	4	12	2
3. Discipline/dean	8	2	1	1	2	0	9	4	1
4. Programing	3	7	1	0	1	0	3	8	1
5. Student identification	1	12	3	2	0	1	3	12	4
6. Visitor identification	5	4	2	3	0	0	8	4	2
7. School aides	1	10	2	0	0	0	1	10	2
8. Security guards	3	2	3	1	0	1	4	2	4
9. Fire alarms	6	4	3	2	1	0	8	5	3
10. Chain of command	8	5	0	2	0	0	10	5	0

The areas not included in the tabulation were not observed to be deficient in a sufficient number of schools. Some of these which were noted but not included in Table 4 were: room security, communications in school, and lateness procedures.

EFFECTIVENESS OF THE SCHOOL STAFF

The effectiveness of the staff was surveyed. Table 5 indicates that the staff relation to administration was relatively effective and, therefore, does not appear to be a factor in disruption in the school.

TABLE 5.—EFFECTIVENESS OF THE STAFF IN SELECTED ADMINISTRATIVE AREAS

Area	Number of schools								
	Academic			Vocational-technical			Total		
	Excellent	Fair	Poor	Excellent	Fair	Poor	Excellent	Fair	Poor
Administrative relationships	10	5	0	0	4	1	10	9	1
Guidance personnel	5	3	1	0	5	0	5	8	1
Coordination of student affairs	6	2	0	0	3	0	6	5	0
Union leadership	6	3	2	0	5	0	6	8	2
Participation in decisions	9	3	2	0	2	1	9	5	3
Staff retention	11	3	1	0	4	1	11	7	2

The areas surveyed in Table 5 did not include the effectiveness of the staff in curriculum innovation or implementation, instructional programs, or interpersonal relationships with students in areas other than that of guidance. The Team agreed that these areas were major factors in school stability which were not directly related to administrative procedures.

COMMUNITY INVOLVEMENT

There was little evidence of community involvement in the schools observed. Special interest groups, political groups, and community agencies had little or no direct contact with the schools. However, the involvement of business and industry in the vocational schools and the participation of the Vocational Advisory Commission in placement and curriculum decisions is a positive factor in maintaining pupil interest and motivation in the career-oriented programs.

PARENT INVOLVEMENT

In the schools surveyed which represent a cross section of the urban secondary schools of this City, it was evident that parental involvement in activities in the school is superficial, at best. A high school of 4,000 pupils will, typically, have a parent association representation of fewer than one hundred members. This

group may not be representative and it has, often, little effect in making positive contributions to school stability.

TABLE 6.—PARENT INVOLVEMENT IN PARENTS ASSOCIATIONS

Type	Number of schools (Membership)				Effectiveness		
	0 to 30	31 to 50	51 to 100	101 plus	Excellent	Fair	Poor
Academic	9	1	0	3	4	2	2
Vocational-technical	0	1	0	0	1	0	2
Total	9	2	0	3	5	2	4

STUDENT INVOLVEMENT

Student involvement in school security is minimal. In some schools, pupils play a positive role in the consultative council, thus contributing to decisions. Few schools provide for direct participation; student patrols are either not feasible because of programming difficulties or because they lack effectiveness.

TABLE 7.—STUDENT PARTICIPATION IN SCHOOL SECURITY (NUMBER OF SCHOOLS)

Pupil participation	Academic			Vocational-technical			Total		
	Excellent	Fair	Poor	Excellent	Fair	Poor	Excellent	Fair	Poor
Official student leadership	6	4	1	1	1	0	7	5	1
Unofficial student leadership	0	2	0	0	0	0	0	2	0
Participation in security	3	2	1	0	0	0	3	2	1
Role in consultative council	7	1	2	0	0	0	7	1	2

Many principals and staff members expressed the opinion that pupils should be directly involved in the problems of school stability if an effective program is to be established in the school. Few schools showed evidence of positive action in this area of school-student participation.

CURRICULUM INNOVATION

The survey indicated that the number of students involved in innovative curriculum offerings was not significant. Very few schools provided alternatives to the typical standard-type offering and fewer pupils were involved in these minimum programs. Courses such as College Bound, Toward Upward Mobility, and Correlated Curriculum were available in some schools. Typically, fewer than five percent of the pupil population is participating in these experiments.

SPECIAL PROBLEMS

Seventeen of twenty schools included in the tabulation indicated problems with narcotics. Many principals feel that this is a major cause of disruption. Observations by the Team support this assumption. Evidence of narcotics use is to be found in almost all high schools and this is apparently an important factor in school stability.

Other items associated with disruption are distorted reports in the press, and difficulties because of extensive travel by some students who are required to use public transportation to get to school. Extortion, reported by several schools as being a factor in unrest, may be more widespread than indicated. Many incidents do not appear to be reported by students to the administration.

Table 8 lists the types of problems most often reported as contributing to school disruption.

TABLE 8.—SPECIAL PROBLEMS RELATED TO DISRUPTION (NUMBER OF SCHOOLS)

Type	Academic	Vocational technical	Total
Narcotics	14	3	17
Media	5	0	5
Student press	1	1	2
Transportation	6	1	7
Zoning	2	0	2
Extortion	8	0	8

SUMMARY OF THE ANALYSIS OF VISITATIONS TO SELECTED SECONDARY SCHOOLS

The visits to selected high schools by the School Stability Resource Team provided an opportunity to observe those factors which would tend to contribute to the security, stability, and safety of the school. During the visit, observations were recorded by members of the Team and a summary check list was prepared following a discussion by members of the Team. The major findings for all schools visited were tabulated and the results of this analysis follows:

1. Most school plants were in good physical condition. Schools were generally well-maintained although many needed improved lighting and repainting. Custodial service was, for the most part, very good. Older buildings tended to be more difficult to keep in good condition, particularly the removal of marking pen graffiti. Newer buildings are plagued with damaged ceilings, generally made of soft acoustical tile set at a low height from the floor.

2. While disruptions may occur in almost any part of the school, the major problem areas are the exits to the outside of the building and the school cafeteria. Concentrations of students in these areas often lead to conflict. Those schools with very large cafeterias in open areas have experienced more unrest than schools with smaller, partitioned dining rooms.

3. Administrative procedures were observed in all schools visited. The summary of the observations indicates that there is a need for improvement in cutting and absence practices, programming, and student identification. Other areas requiring positive change are those connected with school aides, security guards, fire alarms, and visitor identification.

4. The effectiveness of the staff in school stability does not appear to be a major factor in disruption. This observance is not related to teacher effectiveness in areas of instruction or curriculum, rather it is concerned with direct ties with administrative practices. In most schools where relationships were observed, the staff appeared to be effective in areas of participation in decision making, administration, guidance, and union leadership. Staff retention was good in almost all non-conflict schools, a factor which would tend to contribute to school stability.

5. There is little community involvement in the school. Except for the more formal relationships of business and industry at the vocational high school level and the particular positive values of the Advisory Commissions, relatively no articulation takes place with the corporate sector. Perhaps a stronger association with the business community could contribute to more effective and positive school stability.

6. Parent involvement in school activities, particularly at the high school level, is superficial, at best. There is little evidence of any great community interest on a large scale. In those schools where there is an active nucleus of parents, this smaller group can make positive contributions to the schools. They are not, however, necessarily representative of the parents of all the children. Most principals have been unable to attract greater numbers of parents to meetings. Even smaller numbers who may be active on the Consultative Council may not be regular in attendance at such activities.

7. Student involvement in school stability has been negligible. Because of shortened sessions, other interests, and the problems of personal safety, most schools have eliminated any kind of student patrol. Participation in security decisions in the Consultative Council has been a primary student input. This has been reported as being positive and effective by many officials.

8. Curriculum innovation, in spite of its probable contribution to improve stability is limited to small experiments or is virtually non-existent in most schools. Small numbers of students are involved with limited experimental pro-

grams which have not as yet been evaluated. A major review of this topic needs to be undertaken if the effect of curriculum on stability can be evaluated objectively.

9. The majority of the schools visited had a narcotics problem which appeared to be a factor in school disruption. There is little agreement as to the extent of narcotics use in any school, but there is evidence of sales and consumption in almost all schools.

10. Other problems listed by principals and other staff members included confrontations with the press and other communications media, transportation difficulties because of schedules and long trips for many students from home to school, and in-school extortions by students. Two schools indicated that the student press was a factor in causing disruptive situations.

In order to broaden the base of the investigation of school stability, a questionnaire was sent to all principals of public high schools in New York City. The response to this survey provides the data for the portion of this report that follows.

Analysis of the Questionnaire Sent to High School Principals

In order to provide a broad base for the study of school stability, a questionnaire (see Appendix II) was mailed to all of the high school principals in the public schools of New York City. Eighty-eight schools responded and were included in the analysis.

NUMBER OF SCHOOLS

Table 9 illustrates the distribution of responses by borough and by type of school. Vocational schools include those schools classified as vocational-technical. Sixty-one academic high schools and twenty-seven vocational schools responded.

TABLE 9

Borough	Number of schools		
	Academic	Vocational technical	Total
Brooklyn	21	9	30
Bronx	10	4	14
Manhattan	9	8	17
Queens	16	5	21
Richmond	5	1	6
Total	61	27	88

STATUS OF SCHOOL ADMINISTRATOR

High school principals are licensed by the Board of Examiners and appointed by the Chancellor. In a number of schools, the administrator is serving in an acting capacity because (1) the principal is on leave, (2) no official appointment has been made or, (3) the school is in a state of transition because of a change in status from vocational to comprehensive. Table 10 shows the current status of principals as of the date of tabulation (May 15, 1971) with 74 regularly licensed and 14 acting heads of schools.

TABLE 10.—STATUS OF HIGH SCHOOL PRINCIPAL

Borough	Academic		Number of administrators (vocational-technical)		Total	
	Regular	Acting	Regular	Acting	Regular	Acting
Brooklyn	15	6	9	0	24	6
Bronx	7	3	4	0	11	3
Manhattan	6	3	8	0	14	3
Queens	16	0	4	1	20	1
Richmond	4	1	1	0	5	1
Total	48	13	26	1	74	14

FACTORS REPORTED AS HAVING CONTRIBUTED TO SCHOOL STABILITY

Principals were asked to rank the five factors contributing to school stability during the school year 1970–71. The factors most often reported were (1) administration, (2) curriculum, (3) security, (4) student activities, and (5) teaching. Table 11 shows the distribution of responses based on returns from academic and vocational high schools.

TABLE 11.—5 MOST PREVALENT FACTORS REPORTED AS HAVING CONTRIBUTED TO SCHOOL STABILITY, 1970–71

Factor	Number of schools		
	Academic	Vocational	Total
1. Administration	53	21	74
2. Curriculum	24	22	46
3. Security	24	3	27
4. Student activities	39	12	51
5. Teaching	37	17	54

FACTORS REPORTED AS HAVING CONTRIBUTED TO SCHOOL DISRUPTION

The opinionaire queried the principal about his impressions for the reasons for disruption. The factors cited most often were (1) lack of security, (2) narcotics, (3) building utilization, (4) facilities, and (5) racial conflict.

In the accompanying tables 11 and 12, it will be noted that security is the only factor mentioned as having contributed to both stability and disruption. Twenty-seven principals indicated that it was a factor in stability and forty-nine felt that it was a factor in disruption.

TABLE 12.—5 MOST PREVALENT FACTORS REPORTED AS HAVING CONTRIBUTED TO SCHOOL DISRUPTION, 1970–71

Factor	Number of schools		
	Academic	Vocational	Total
1. Security	39	11	49
2. Narcotics	32	13	45
3. Building utilization	31	5	36
4. Facilities	21	6	27
5. Racial conflict	19	5	24

LOCATION OF DISRUPTIONS

The areas of the school most likely to have been related to disruption, according to the respondents, are the (1) cafeteria, (2) corridors, (3) stairways, (4) lobbies, (5) school grounds, and (6) auditorium. Sixty-one principals reported that disruptions took place in the school cafeteria.

TABLE 13.—6 MOST PREVALENT PARTS OF THE SCHOOL WHERE DISRUPTIONS HAVE TAKEN PLACE

[Number of schools]

Area	Academic	Vocational	Total
1. Cafeteria	49	12	61
2. Corridors	39	14	53
3. Stairways	34	10	44
4. Lobby	31	5	36
5. Grounds	22	8	30
6. Auditorium	20	1	21

The areas listed by administrators as sources of disruption were similar to those observed by the team (See Table 13). Principals did not list toilets as a primary trouble spot although many of them have resorted to extreme measures to keep toilets under control. Some of these measures are locks, guards, restricted passes and limited access.

TIME OF DISRUPTIONS

An analysis of the responses indicates that most disruptions have occurred in the spring semester and during the lunch periods. Schools in overlapping sessions have the added factor of difficulties during the period when the school is most crowded. Tables 14 and 15 show the distribution of disruption according to the respondent's information.

TABLE 14.—TIME OF DISRUPTIONS FOR SCHOOLS ON SINGLE SESSION

[Number of schools responding]

Type	Fall term	Spring term	Morning	Afternoon	Lunch	After school day	Evening
Academic	3	11	9	4	9	0	0
Vocational-technical	0	5	2	3	6	2	0
Total	3	16	11	7	15	2	0

TABLE 15.—TIME OF DISRUPTIONS FOR SCHOOLS ON MULTIPLE SESSIONS

[Number of schools responding]

Type of School	Fall term	Spring term	Early	Overlap	Late	During lunch	Evening
Academic	8	28	4	28	12	29	3
Vocational-technical	2	7	2	4	5	8	0
Total	10	35	6	32	17	[1] 37	3

[1] Multiple response.

AGE OF THE SCHOOL AND DISRUPTION

The age of the school and the number of disruptions per thousand pupils were examined. Although the oldest schools had a higher index of disruption, age was not the only contributing factor. The maintenance of the building is to be taken into account when examining physical plants. Most schools, however, regardless of age, are well maintained.

TABLE 16.—AGE OF SCHOOL AND SCHOOL DISRUPTION

[Number of disruptions per thousand]

Age in years	Number	Academic	Number	Vocational-technical
1 to 5	3	16.7	0	----------
6 to 20	11	16.6	7	21.1
21 to 40	16	20.7	9	27.1
41 to 60	17	16.1	4	19.1
60 plus	6	22.2	5	27.0

It can be further noted that there is no appreciable difference in numbers of disruptions per thousand between academic and vocational schools. Most vocational schools have smaller pupil populations, however the index of disruption is fairly constant regardless of the kind of school organization.

One factor to be taken into consideration is the greater number of acts of burglary in vocational schools. This is because of the specialized equipment in the vocational-technical schools which accounts, to some extent, for the greater numbers of disruptions per thousand. If the burglary factor is not included in either academic or vocational school analysis, the vocational schools can be designated as more stable than the academic schools.

BUILDING UTILIZATION AND SCHOOL DISRUPTION

A correlation analysis of building utilization found that there was no relationship between real utilization and the number of disruptions per thousand. Using the following formula, building utilization was determined as of March, 1971.

$$\frac{\textit{Registration} \times \textit{Curr. Index}}{\text{Capacity}} \times \frac{\textit{No. Periods}}{5} \times \frac{\text{Per Cent Attendance}}{8} = \text{Utilization}$$

TABLE 17.—BUILDING UTILIZATION AND SCHOOL DISRUPTION

	Most disruptive		Least disruptive	
	Percent real utilization	Disruption per thousand	Percent real utilization	Disruption per thousand
School:				
1	0.46	81.1	1.73	6.8
2	0.49	63.8	0.99	5.3
3	0.79	45.6	0.87	4.8
4	0.67	43.8	0.94	6.4
5	0.90	35.3	0.81	9.7
6	0.91	27.0	1.08	4.8
7	0.85	21.3	1.25	9.9
8	1.05	21.5	1.09	10.3

It can be noted that schools that are utilized more than 100% of rated capacity are often those buildings with the lowest index of disruption per thousand students. Conversely, those school plants with utilization rates less than capacity may have much higher numbers of disruptions per thousand. It would appear, therefore, that over-utilization is not a fixed factor in determining school disruptions and there is no correlation between the variables.

PUPIL ETHNIC COMPOSITION AND SCHOOL DISRUPTION

Racial distribution of students in schools has long been considered a factor in assessing school stability. In reviewing the composition of the responding schools, an analysis was made of the mean index of disruption and the ethnic backgrounds of the student body. The ethnic composition alone is not a significant factor. The problem appears to be that some students have difficulty adjusting to the curriculum and become apathetic, alienated, and disruptive. Table 18 shows the disruptions per thousand among schools from which ethnic distributions could be determined accurately.

TABLE 18.—PUPIL ETHNIC COMPOSITION AND SCHOOL DISRUPTION

[Mean index of disruption per thousand]

Ethnic distribution	Number	Academic	Number	Vocational-technical
Plus 80 percent white	10	18.7	3	36.2
61 to 80 percent white	23	16.9	4	18.1
21 to 60 percent whites, blacks, Puerto Ricans	7	15.1	8	18.9
61 to 80 percent blacks and Puerto Ricans	3	19.8	2	45.8
Plus 80 percent blacks and Puerto Ricans	9	31.1	8	20.9

It should be observed that while the index of disruption in primarily black academic high schools is higher than in primarily white academic high schools, the index is substantially lower in black vocational schools. There is very little difference in the rates of disruption in racially mixed schools, either academic or vocational.

ASSISTANCE REQUESTED FROM SCHOOL

Among the more than fifty different requests for different kinds of aid indicated by principals, the following were most prevalent: security guards, aides, modification of suspense procedures, reduced school population, alternative educational facilities and more guidance personnel.

TABLE 19.—ADDITIONAL ASSISTANCE REQUESTED BY PRINCIPALS

Type	Number of schools		
	Academic	Vocational-technical	Total
Improved security guards	29	9	38
Additional aides	24	11	35
Suspense changes	26		26
Limited school population	14		14
Alternate educational facilities	14	3	17
Additional guidance staff	12		12

ASSESSMENT OF CURRENT SECURITY CONDITIONS COMPARED TO SCHOOL YEAR 1969–70

The respondents indicated that in twenty-eight high schools, security conditions had improved since last year. Eighteen high school principals stated that conditions had deteriorated. Of this group, fourteen were academic high schools and four were vocational high schools.

TABLE 20.—ASSESSMENT OF CURRENT SECURITY CONDITIONS COMPARED TO SCHOOL YEAR 1969-70

Type of school	Condition reported					
	Improved		Stabilized		Deteriorated	
	Number	Percent	Number	Percent	Number	Percent
Academic	20	38	19	36	14	26
Vocational-technical	8	35	11	48	4	17
Total	28		30		18	

EFFECTIVENESS OF PERSONNEL INVOLVED IN SCHOOL SECURITY

Personnel involved in school security were rated by principals according to effectiveness. Fifty-eight schools indicated that police officers assigned were very effective or somewhat effective. Forty-nine schools indicated that security guards fell into this category and sixty-six schools classified school aides as being effective or somewhat effective. Sixty-two schools rated teacher patrol in the effective categories, however, most schools do not have regularly assigned teachers on patrol.

TABLE 21.—EFFECTIVENESS OF PERSONNEL INVOLVED IN SCHOOL SECURITY

[Effectiveness reported]

Job title	Average number of assignments	Very effective			Somewhat effective			Of little effect		
		Academic	Vocational	Total	Academic	Vocational	Total	Academic	Vocational	Total
Police officer	1.2	27	5	32	21	5	26	2	1	3
Security guard	3.45	7	4	11	32	6	38	8	1	9
School aide	15	9	6	15	37	14	51	11	2	13
Teacher patrol	11	20	8	28	25	9	34	5	0	5

UTILIZATION OF ADDITIONAL POLICE DURING THE SCHOOL YEAR

Fifty-three high schools had occasion to call for additional police assistance during the current school year. Twenty-two requested aid one to three times and eight schools called for police eleven or more times. Thirty-five schools stated that they had no occasion to call for additional police from September 1970 through May 1971.

Summary of the Analysis of the Questionnaire Mailed to High School Principals

The questionnaire sent to all high school principals provided an opportunity for staff members to share in the investigation of school stability and problems of disruption. Most of the respondents provided comments and suggestions which have been tabulated and included as part of this paper. Eighty-eight schools returned questionnaires which were used in the analysis. The results of this analysis follows:

1. Regularly licensed and acting principals participated in the survey. Although there was no evidence that the status of the principal was reflected in responses concerning school stability, observations of schools visited tended to support the contention that schools with acting administrators were likely to be less dynamic and less stable than those with licensed principals.

2. Principals reported that the reasons for stability in their schools were most likely to be the administration, the quality of the curriculum, the security procedures, student activities, and the quality of teaching. Proportionately, more vocational principals rated the administration and the curriculum as important factors in school stability while academic principals felt that student activities and teaching played an important role in keeping the school stable.

3. Reasons for school unrest were given as security problems, narcotics, building utilization, poor facilities, and racial conflict. Neither academic nor vocational principals indicated that curriculum played a major part in problems of disruption. This is in direct opposition with student views as garnered during the visits to selected high schools during the course of the investigation.

4. Disruptions generally took place, according to the principals, in cafeterias, corridors, stairways, lobbies, school grounds, and in the auditorium. This is essentially in agreement with the observations of the Team. Principals, however, did not list toilets as a major area of disruption although they made special efforts to control the lavatories in almost every school.

5. Most disruptions seem to take place during lunch periods and during times when the schools are most crowded, such as in the middle of the day in schools on overlapping periods. In the past, disruptions have taken place in the spring semester more than in the fall.

6. School utilization is computed officially on the basis of capacity and register. The Team observed that this simplistic approach did not provide a true picture of utilization of many schools. In some, pupils take more than the usual five major classes. In others, the attendance is so low that utilization is grossly overestimated. For purposes of analysis the following formula was devised for all schools, academic and vocational:

$$\frac{\text{Registration}}{\text{Capacity}} \times \frac{\text{Curr. Index}}{5} \times \frac{\text{No. Periods}}{8} \times \% \text{ Attendance} = \text{Utilization}$$

The vocational schools do not use the curriculum index in official tabulations.

The results of this analysis showed that there was no correlation between the utilization of a building and the number of disruptions per thousand as reported by the principals.

7. The racial composition of the student body was not found to be a constant factor in school disruption. Academic high schools that were primarily white had fewer incidents of disruption per thousand pupils than academic high schools that are primarily black and Puerto Rican. Schools with mixed populations tend to have similar rates of disruptions for both academic and vocational schools regardless of the weight of the ethnic balance. The observations of the Team and the results of consultations with students suggest that, among minority students, the problems stem from apathy, alienation, antagonism toward the school, and a failure to adjust to the curriculum.

8. Principals requested a number of different kinds of assistance to improve the stability of their schools. The largest number of requests were for more and better security guards, additional school aides, changes in suspense procedures, smaller school populations, facilities for pupils unable to adjust to the school, and additional guidance personnel. Some other requests were additional police, discharge for truants, additional teacher time, school psychologists, and new programs. There were over fifty different kinds of requests in various unrelated categories. Most of these could be handled by individual school principals working through local and central agencies.

9. The respondents indicated that most schools had improved or stabilized during the current year. Twenty-six percent of the academic schools stated that conditions had deteriorated and seventeen percent of the responding vocational schools indicated that conditions had worsened.

10. Personnel involved with security were rated as very effective or somewhat effective by sixty-two of the responding schools. The least effective are school aides who are often women from the community who are unable to cope with conflict situations. Sixty-three principals stated that the policeman on duty was effective in maintaining school stability.

11. Additional police were called in to schools during the past year to stabilize disruptive situations. More than half of the schools made such calls. Eight schools requested police action eleven or more times. Thirty-four schools placed calls as many as six times since September. Here requests have been to make arrests, quell riots, do undercover narcotics surveillance, and perform other police activities related to keeping order on school property.

As a result of the investigation utilizing the survey to schools and personal visits by the Team, a number of conclusions were drawn which have been prepared in the form of observations. In the section that follows, these observations are noted. They form the basis for the recommendations for implementation that comprise the final part of this report.

Observations

ADMINISTRATION AND STAFF

Schools tend to be more stable where the administrative, supervisory and guidance staff were visible, mobile and accessible.

There was general agreement among staff and students for the need for a standard multi-purpose ID card for all students.

In many schools, complicated clerical procedures are not dealing effectively with the problems of attendance, lateness and cutting.

There seems to be very little sharing among principals of ideas or solutions to problems of security and student unrest.

When the principal is on leave of absence, generally, schools do not appear to function efficiently.

There is no uniform application of the suspense regulations. In one school, a particular disruptive act will lead to a suspension; in another school, the same act will be dealt with by a reprimand.

Most schools did not have teacher patrols. Where they were evident, the principal and the rest of the administration were usually involved in patrolling.

There were few black and Hispanic teachers and even fewer supervisors in the high schools. This has been a source of concern in a number of disruptive schools.

STUDENTS

Many students interviewed in the 4,000-pupil high schools expressed a feeling of depersonalization. They often requested someone to whom they could relate on a one-to-one basis.

Few students in any school participated in security procedures.

Many students felt that the student government was not responsive to them, did not reflect their views, or was not effective in making change in the school.

Some schools reported that they could not publish their school newspaper because of a lack of funds.

COMMUNITY AND PARENTS

The business community was involved in limited programs in a small number of schools.

In several schools, the changing pattern of the racial composition of the schools was a cause of tension and concern to those living in the immediate neighborhood.

Community involvement in high schools appears to have subsided as compared to previous years. There was little evidence of activity among radical groups. Except in a few isolated instances there was no intrusion by neighborhood groups into the school operation.

Underground publications, typical last year, were not evident in any schools visited.

Few parents participated in any activities related to the school. Parents Association memberships are small. In schools where there was parent involvement, it was generally limited to the officers of the Parents Association.

CURRICULUM

Most academic high schools had the traditional academic program with few alternatives for those not going to college.

There were few effective bilingual programs.

Few schools had special programs geared to the needs of truants or others who seemed to be unmotivated by the standard curriculum.

Curriculum innovations and special offerings reach too small a percentage of the school population. Elective offerings are restricted, in most schools, to the senior year.

Extra-curricular programs are hindered by multiple sessions. The extended travel time required for many students inhibits active participation in after-school programs.

GUIDANCE

There are no uniformly applied procedures for dealing with disruptive students.

Guidance personnel are not diagnosing disruptive children's problems, and referrals are not being made to proper agencies.

Bureau of Child Guidance and Bureau of Educational and Vocational Guidance have not been effective in dealing with problems of large numbers of disruptive high school pupils.

PLANT

Most schools were in good physical condition. The most common complaint was the long delay in obtaining repairs from the central shops.

Due to fire regulations, schools have many exits. With the security personnel presently available, it is difficult to control all exits.

To reduce the chance of disruption in a large group situation, most auditoriums were not being used except for special events or as study halls.

In most schools toilets were kept under rigid controls to prevent them from becoming sources of disruption.

The cafeterias seem to be the area of the school most vulnerable to disruption; some schools curtailed their use.

Many students complained about the food served in cafeterias.

Many schools did not have an intercom phone in the lobby or cafeteria. In the event of disruption, this created difficulty in communication with the central office.

There is no uniform method of dealing with false fire alarms.

SECURITY

All schools claimed they had emergency procedures but few of them showed evidence of a well-constructed, written plan.

Supervision of staff involved with security and implementation of security procedures appear to be weak.

Some schools had unlocked doors in their labs and shops.

Most of the security guards were either poorly trained or untrained.

Many schools were vulnerable to intruders especially at the change of periods.

Vocational schools were most frequently burglarized because of their specialized equipment.

Few schools had effective burglar alarms or watchmen on duty.

There is no standard effective way of dealing with the narcotics problem.

POLICE

A police officer was assigned to almost all schools visited. Most patrolmen were doing an effective job. Usually the officer had developed good relationships with the students and staff.

The community relations officer was well informed about the problems in the school.

On the whole, relations between schools and local police appear to be excellent.

RECOMMENDATIONS—ADMINISTRATION

LAMINATED IDENTIFICATION CARDS FOR STUDENTS AND STAFF

There is general agreement that a permanent, plastic type laminated ID card which includes a photograph of the student or staff member should be required for all levels of the school system. The card could be a multi-purpose type, useful for public transportation, checking books in the library, free lunch when appropriate, attendance and lateness. Simple machines such as those used in commercial establishments could be provided to each school. Pupils entering after the regular time or checking books from the library could be identified in this manner. There seems to be great support among staff, students and parents for this type of identification device. Similar cards are being used in the City University.

The cost would be minimal if this were done as a city-wide contract.

STUDENT PASSES

There is a difference of opinion about the use of official passes from classrooms or offices. A number of schools function well without them. However, the large majority of staff members appear to favor passes because they limit the number of pupils in the halls between periods. All passes should be large and durable. Most schools do not permit students out of the room five minutes prior to the end of a period or after the beginning of a period. An alternative or complement to the pass is a sign-out book in each classroom with printed pages indicating the pupil's name, destination and time in and out. The book should have a distinctive cover, colored and visible. (See Appendix 3.)

CUTTING CONTROL

Many schools are inundated by clerical procedures necessary for cutting control. As a result, there is little time to work with cutters. A selfcarboning, multipurpose cut card would do much to alleviate this problem. (See Appendix 4.)

BILINGUAL ABSENTEE CARDS

Absentee notification sent to parents on postal card forms using addressograph stickers or plates should be prepared as bilingual notifications. Many schools are in areas where parents cannot read English. Alternative language notification should be avaialble.

LATENESS

Lateness to school is a serious problem common to many schools. In some cases it is due to poor transportation. However, with many students it is just a bad habit which the school should attempt to reverse.

There are many standard procedures followed in most schools with this problem. A successful technique, used in one school, is a telephone call made from the school in the early morning as a wake-up service for chronic latecomers. It might also be advisable to institute a system to contact working parents in the evening. Chronic latecomers might benefit from a later program.

Conferences should be held with the Transit Authority to alleviate transportation problems. Modifications in schedules and peak-load timetables could resolve a number of problems.

BULK MAILING FOR SCHOOLS

All large intermediate and secondary schools should be supplied with improved mailing equipment which would permit the following:

Bulk mailing for letters to parents and community people.

Addressograph or printed labels for each pupil to simplify attendance and absence procedures.

The use of window envelopes for mailing absence notes, instructions and other school information.

Computerized attendance and lateness procedures to reduce clerical time, particularly in the high schools where thousands of pupils may be out on a single day in any one school.

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Rental or purchase of postage meter and mailing machines to improve office procedures.

CAFETERIA CONTROL

A major source of disruptions in most schools is the cafeteria. One way to reduce those problems that are inherent in the typical high school would be to clear the cafeteria several minutes before allowing new groups of students to enter. Program cards should be clearly stamped with the periods to which pupils are assigned. Large cafeterias should be divided into smaller units to prevent mass disruptions. This would entail the erection of partitions either on a permanent or flexible basis. Metal frames used to support large plastic refuse bags should be placed at the end of each table. Several schools have used this device and have found it an improvement over the use of garbage cans.

VISITOR CONTROL

Visitors coming into the school building should be required to enter at the front door. They should be challenged and a pass should be provided directing them to the office where they wish to conduct business. An escort should be available to assist a visitor in locating the proper office. An inter-communication telephone should be in the front lobby of each school to permit a call to ascertain whether the staff member is available to meet with the visitor.

A record should be kept of the time in and out for each person visiting the building. School aides or student guides are appropriate personnel for service at the visitors desk.

PROGRAMING

Programing must be done prior to the beginning of each school semester, even if this involves summer reorganization. One of the more disruptive situations in the school is the long delay for class assignments at the beginning of the term because of problems of equalization. The use of the computer would minimize this problem.

It is imperative that student programs be prepared using improved data processing procedures. Experiments with computer programing have been successful, but breakdown of equipment has deterred many school administrators from becoming involved. Boroughwide computers could solve some of the logistical problems. As schools move into modular and flexible programing, to be effective, the use of computers will become mandatory.

ALTERNATIVE SCHOOL ORGANIZATION PLANS

A variety of school organization plans have been suggested for possible implementation in academic and vocational high schools. Some of these suggestions appear in the *High Schools in New York City in the 70's*, a proposal developed recently for the Office of High Schools in the fall of 1970. Many of these organizational plans would tend to enhance the program and reduce internal student pressure created by alienation. Some of the proposals suggest a school-within-school operation which provides for closer relationships among students and teachers. Principals are urged to review this report for possible adaptation.

DIFFERENTIATED STAFFING

A common complaint by many students is that there is no one to talk to about their problems. Guidance departments are understaffed, supervisors are harried, and teachers are often more concerned with groups than with individuals. When these people are available, it is usually by appointment and for a very limited time. The result may be a feeling of alienation on the part of the student. This often makes the school a potential target for student unrest.

The establishment of the position of Coordinator of Student Affairs has been a positive step; however, one individual cannot handle the problems of alienation in a high school of four thousand plus students. One solution is fuller utilization of the staff. Teachers are, at present, doing administrative and clerical work during a sixth work period. Some have additional compensatory time positions which involve similar duties. Many of these assignments could be done by a trained and supervised corps of para-professionals. Typical assignments now done by teachers which could be handled by trained para-professionals include the following:

Assignments	Number of periods	Number of staff	Total staff periods per day
1. Supervisor of security	10	1	10
2. Patrol	10	4	40
3. Supervisor of cafeteria	4	3	12
4. Keys	1	1	1
5. Supplies	5	1	5
6. Supervision of study hall	10	1	10
7. Supervisor of emergency room	10	2	20
8. Supervisor of bookrooms	3	2	6
9. Selling tickets to school events	2	1	2
10. Supervision of gym lockers	10	2	20
11. Transportation cards	2	1	2
12. Paperwork involving attendance, lateness, and cutting	10	2	20
13. Health records	2	2	4
14. School's fiscal books	4	2	8
15. School store (G.O.)	2	1	2
16. Audiovisual equipment	4	1	4
17. Deputy chairman	4	4	16
18. Mimeograph	5	1	5

Assignments which require professional expertise should be retained by teachers. Included among these are the Coordinator of Student Affairs, Drug Coordinator, and Draft Advisor. A full time nurse or para-medical aide should be hired to staff the emergency room. This assignment could account for three or more teachers in a typical high school, a saving to the City of more than four million dollars.

INTERCHANGE OF STUDENTS BETWEEN HIGH SCHOOLS

A common practice among high schools has been the exchange of disruptive students to place them in a new environment for learning. This procedure should be explained to parents and students in order that they may understand the real purposes of such practices. By placing students in a new school away from undue influence of similarly disruptive students, opportunities for success are enhanced. This practice is in lieu of suspension procedures which are usually a last resort.

A study should be undertaken to evaluate the value of this approach. The effectiveness of this practice has been limited and many parents and students are opposed to it, claiming that it is a subterfuge for expulsion.

ADMINISTRATIVE PATROL RESPONSIBILITY

Staff administrators, including assistant principals, deans, chairmen and teachers assigned to special responsibilities, should be requested to tour the building at least once during the day to improve the visibility factor and reduce casual loitering. Other staff members should be encouraged to be more alert to local area problems.

CHAIN OF COMMAND

A clear chain of command should be established in the event of a security breach. Alternate plans must be available in written form. All staff members should have copies of these procedures.

Emergency procedures for contacting the police, fire department, district office, central headquarters, hospitals and other agencies, should be clearly established and readily available. Several professional and administrative staff members should be aware of these procedures and they should be ready to act if, in their judgment, conditions require immediate attention.

A hidden signal system should be available to permit the principal and assistant principals to alert one another and the custodian in the event of a confrontation. This system could be a buzzer attached under their desks. The system should be tested periodically.

REPORTS OF INCIDENTS

It is necessary to design a Report Form on which all incidents occurring in the school can be reported to the Police and the Board of Education. A survey of present reporting procedures reveal that many incidents are either not reported,

or are only reported to the Police Department. Crimes which are presently listed as untoward incidents should be listed in accordance with legal definitions of criminal law of the State of New York.

NARCOTICS CONTROL

An inspection of reports to the Police Department and the Board of Education reveal that narcotics violations are not being reported, despite the fact that the State Investigation Commission recently criticized the Board of Education for failing to report the number of narcotics violations to the Department of Health. (Special Circular 76, 1968–69). Interviews by the Team and a tabulation of data received from the survey reveal that narcotics is one of the major problems. In many schools, attractive posters and literature were available for use by the staff and students. In some schools, little attention was given to the problem. Television channel "25" could be utilized for staff training in narcotics.

The narcotics coordinator should be required to prepare exhibits and to supplement the television programs. His role should be clearly defined, and he should give special attention to newly appointed teachers and others unfamiliar with the narcotics problem.

SUBSTITUTE PROCEDURES

In some schools, staff absenteeism was reported to have detrimental effect on school security. Students have, in some instances, checked the time cards to see if teachers were present. When a teacher is absent, many students do not go to the class. The children are convinced that nothing important happens when the teacher is out and, if they cut, they will not be penalized.

There are several approaches to this problem:

A cash bonus system could be introduced to give teachers an incentive not to use sick days. They could also be allowed to accumulate an unlimited sick bank.

Improvement is needed in the procedures for hiring substitutes. The absent teacher reserve is more effective than the per diem substitute. He is a member of the staff and the children recognize him as such. He can report class progress or activity to the teacher upon his return.

Other procedural improvements include the following:

Substitutes should be given a one-day printed room pass with a space for the date.

Each teacher should have available for use by substitutes an outline of topics to be covered for the week.

A file of lesson plans should be developed and kept up-to-date. This may be a departmental project. One method adopted by a number of schools includes the use of multimedia devices, such as films and tapes, supplemented by pupil work sheets and an appropriate test.

For attendance purposes, teachers should keep seating plans up-to-date and available for each class.

The substitute should be required to leave a report of class work and attendance for the teacher.

The returning teacher must check for cutting upon his return.

Some students take advantage of comparative anonymity to be disruptive when a substitute is in the room. Deans and supervisors should get copies of substitute assignments. They should check those rooms periodically to see if the substitute needs assistance. Teachers in the same vicinity as a substitute should also be encouraged to help if needed.

CUSTODIAL RESPONSIBILITIES

The custodian should be appraised of any damage or problems related to security, such as broken doors, windows, locks or lights. He should be notified on a regular form and, when the repair is completed, the principal should be so apprised.

The custodian should be part of the security administration of the school and he should share in the responsibilities of maintaining school stability.

PUBLIC ADDRESS EQUIPMENT

In addition to the regular public address system, each school should have available portable bull horns for emergency use. These units should be kept in

the central office and should be checked periodically to be sure that they are in operating condition.

The regular public address system for the school should be accessible to the principal and his authorized representative only. Remote control for the system should be available in the principal's office.

EXIT CONTROLS

The front doors or other designated public entrances to the building should be the only accessible means of entrance for students and the general public. All other external doors should have the outside handles removed. A periodic check of the latches and panic bars should be made by school aides or teachers on patrol. Equipment that is not in good repair should be brought to the attention of the Central shops for emergency action.

EMERGENCY DISMISSAL PROCEDURES

Most schools have procedures for rapid dismissals. However, there are emergency circumstances where the outpouring of the entire stduent body onto the streets will be ill advised. Principals should develop an alternate dismissal plan. This plan should provide for staggered dismissal by way of selected exits.

CLASSROOM DOORS

Internal doors to rooms, storage areas and other parts of the school building, such as the auditorium and gymnasia, should be kept locked when not in use. Special attention must be given to laboratories, shops, and business equipment rooms. No student should be permitted to retain keys for any purpose. Locks that appear to be damaged should be replaced by the custodian.

All teachers' keys should be returned to the General Office each day.

MULTI-SESSION SCHOOLS

In multi-session schools where one session has a smaller population, classes should not be scattered throughout the building. For example, there should not be one isolated class in a corridor or on a floor. In multi-session schools it is important that the same ratio of supervisors to teachers be maintained on all sessions. Teacher rotation should be scheduled so that one session is not staffed by inexperienced teachers. The proceeding can do much to improve stability in end-to-end and overlapping organizations.

ACTING ADMINISTRATIVE AND SUPERVISORY PERSONNEL

Another problem in many schools is that many supervisory and administrative posts are held by acting personnel. As a result, the school tends to stagnate if not deteriorate. This is especially true when the there is no regular appointed principal. Decisions are deferred and the staff considers interim leadership as stop-gap personnel. Schools with acting administrators tend to be less secure, less dynamic, and less motivated. Many of these schools have had major and recurring disruptive incidents during the current school year. Therefore, it is recommended that whenever a principal is eligible for recruitment and starts to take leaves. sick or sabbatical, a vacancy should be declared and a new principal appointed. Continuity of leadership is mandatory.

ANNEXES

It is also recommended that large annexes be detached from the matrix school and be run as a separate school with a separate staff and appointed principal. This step is recommended because many annexes have been subject to disruption because they do not have an adequate compliment of administrative and guidance personnel. They are often given step-child treatment by the main school.

IMPROVEMENT IN COMMUNICATIONS BETWEEN SCHOOLS AND DISTRICT OFFICES

District offices and headquarters are occasionally difficult to reach by telephone. Direct tie lines between high schools and supervising Superintendent would permit instant communication in the event of emergencies. Similar tele-

phone communication procedures should be established between lower level schools and district headquarters.

SHARING OF IDEAS

One of the best ways to anticipate current problems, alleviate problem conditions, vitiate the effects of disruption and prevent future repetition is to share ideas for solutions with others. Principals should have small, regular, frequent, open-ended meetings with their peers for the purpose of sharing their current problems, review solutions based on past experience, and develop modus operandi for preventing new occurrences.

There seems to be some reluctance to share information. One reason given is that the material is special or unique to a situation; another is that it is not important enough to be useful to another school.

In the present atmosphere of disruptions it would certainly be a comfort to a principal to know that his problem is not unique and that he may readily find a solution by reviewing the situation with others.

Professional bulletins would help in this area by reminding principals to cooperate in this endeavor.

A MANUAL FOR ROUTINE AND EMERGENCY SECURITY PROCEDURES

There is a need for a school manual dealing with routine and emergency security procedures. Only three of twenty-three high schools visited had prepared a comprehensive plan of emergency procedures. Two of the three had, in the past, been racked by student disruptions. Only three of the schools surveyed by the questionnaire responded to a request for copies of their plans for emergency procedures.

Although situations differ in nature and scope, a manual could lead to a more effective performance on the part of all persons involved.

The manual should include the following categories:

ROLE OF STAFF

This would include the principal, administrative staff, security staff member, guidance personnel, teachers, guards, aides, custodial staff, and para-professionals. There should be a back-up administrative team familiar with procedures in the event that any of the regular members are not present when the procedures are put into operation.

PROCEDURES

What to do in case of fire, bomb, riot, sit-in, serious assaults.
When to call police.
How to warn disruptive persons.
Arrest procedures and court procedures.

THE GENERAL OFFICE AS AN EMERGENCY CENTER

The office must be staffed by trained secretarial personnel. A direct-line telephone should be installed. Telephone and intercom numbers, including clergy and community leaders should be posted. A log should be kept of all calls made relative to the emergency. A bull horn should be available to be utilized on the campus or in areas adjacent to the school.

Participation in Security

STAFF PARTICIPATION

There are certain routine procedures and habits which should be developed by the staff. They are, for the most part, precautionary and preventive in nature. Teachers in departmentalized schools should stand at their doors during the passing so that they can supervise the halls. Many schools have such procedures and they tend to be effective in improving school tone and reducing disturbances.

Most classroom doors have windows. It is important that these not be covered by posters or shades. Teachers should lock classroom doors when the room is not

in use. Due to the increasing number of assaults on staff, precautionary measures are dictated by common sense. Teachers should be discouraged from working in empty rooms; they should be encouraged to use offices, conference rooms or the school library and should refrain from being alone in any area.

The entire staff must be instructed to challenge any person they suspect does not belong in the building. They should be asked for a pass. If identification is not forthcoming, the teacher should seek assistance and inform a supervisor.

A simple reporting system is suggested so that one office in the school receives calls on the intercom about problems developing in the school. It would be the equivalent of "911" (the police emergency number).

The principal has the right to proclaim an emergency and assign teachers to special duties. It is imperative that these assignments be used to alleviate security problems. If a school is disrupted by large numbers of wandering cutters, teacher visibility will reduce this as long as the patrol lasts. However, patrols would be more effective if they were designed to identify or round up wanderers, who are then subject to routine procedures.

An emergency plan should be developed to cope with major disruptions. All faculty members should be given assignments when they are not teaching. The purpose of this plan would be to protect students and staff in a variety of disruptive situations.

Several schools have excellent procedures. In one, the principal, using the public address system, asks for a fictitious person to come to the area of disturbance. For example: "Would Mr. Brown please report to the cafeteria." This coded message informs all staff members that they are to cover their emergency assignments without causing panic among the student body and all unassigned staff report to the cafeteria.

The assignment of patrol duties to teachers is limited by contract. However, in several schools, teachers have volunteered to patrol. These patrols are effective when they have been developed cooperatively by the administrative and staff. In addition, some schools have assigned teachers to patrol on a compensatory time basis.

PUPIL PARTICIPATION

The largest segment of the school population is the student body. They should be made aware of their rights and responsibilities as well as the mode of operation of the school. If all of this information is incorporated in an attractive booklet and given to them upon entrance to the school, they may have more of a feeling of being part of the school. This would tend to contribute toward a more stable school.

The "G.O." has become a vestigial organization in many schools. There are a number of reasons for this. Many students do not bother to vote in the elections. Students feel that the G.O. does not have much influence with the administration on vital matters, but is concerned mainly with social functions. Seldom does the G.O. reflect attitudes of the various group or forces in the school.

The Consultative Council is a school committee in which the students can participate effectively. Since the Council is advisory to the principal, the students will feel more involved if they are permitted to share in the chairing of the meetings. The student population should have confidence in the Consultative Council because it is a vehicle for exchange and implementation of ideas. The composition of the Council should reflect the divergent viewpoints in the school.

Principals can establish machinery to facilitate the addition of items to the agenda of the Council. Minutes should be circulated after the meeting so that students and faculty can ascertain what actions were taken on which items and what suggestions were not acted upon.

Some schools have selected student representatives based on the "turf" concept. This may be described as grouping according to neighborhoods or areas, thus reflecting various ethnic, social, or political groups. It has been useful in schools where minority pupils have had little or no chance for representation on the Council.

When a student feels that he has a legitimate grievance, there must be some means for him to ventilate his views and to receive a resolution of the problem. Various methods are utilized including the Assistant Principal, the Guidance Counselor, and the Dean. Some schools have a student court. Others use the student government or a speakout or forum. Numerous requests were made by the students for people with whom they could speak on a one-to-one basis. An ombudsman was also suggested.

SMALL SERVICE SQUAD

School security is desired by all responsible students. In many schools security has been the subject of Consultative Council meetings. Several schools have an effective service squad which aids in the maintenance of security and stability. The service squad concept must be accepted by all groups in the school before it is implemented. Its role should be carefully explained, and its members clearly identified by means of a brassard or a button.

Students could be stationed at exits during their free periods. Other students could be stationed in the vicinity of fire alarm boxes. In all cases, the students could be assigned in pairs, if possible a white and black student working together. They should be well-trained and selected for leadership qualities. They must be instructed not to have any confrontation with students, or to physically restrain anyone. In at least one school observed by the term, service league students were paid for their services using poverty program funds.

PARENT PARTICIPATION

During visits to the school and in the examination of the responses to the questionnaire, it was found that parental participation in school matters was minimal, at best. Generally only the officers of the Parents Association participated regularly in the school. Where parents were active on the Consultative Council, the Parents Association officers often served in this role. In high schools, the average membership in the Parents Association was 40. The only time large numbers of parents showed up at a meeting was during a crisis or when emotions ran high because of local or national incidents. At best, a high school with 4,000 students representing 8,000 parents would have "large" meetings with 200 in attendance. The principal reasons given for the parents not attending meetings were that the school was a long distance from home, the parents were afraid to go out at night, or they were tired after work and had no baby sitter.

There is one aspect of parent involvement which appears to contribute to the unrest in schools today. This is reflected in the insistence of many parents that their son or daughter should be in the academic course and "go to college." In many cases the pupil is not consulted about his aspirations. In one school, seventy percent of the seniors were planning to go to work directly after graduation. Others were going to be married, and some were going into the Armed Forces. Typically, this school had an academic program with a few alternatives which reached about five percent of the student population.

COMMUNITY PARTICIPATION

The community must be an integral part of the school security program if it is to be successful. Parents and other interested people can help by becoming school aides.

As a start, the principal should make his security program known to the neighborhood. By attending the Parents Association meetings, sending notes home with the children, informing the Community Superintendent, and consulting with neighboring principals on their plans, he will be able to share his ideas on security. Meetings should be held both within and out of the school to inform the local merchants and community organizations of the security program.

Neighbors should be encouraged to call the police when they observe intruders in the school after regular hours. The Attendance Teacher can explain to the neighboring store owners that children must not gather there during school hours. He will also visit houses, recreational areas or other questionable areas where truants congregate. By breaking up these clusters of students, potential disruption may be dissipated.

Local attractive nuisances take many forms. Candy stores, pizza parlors, pocket parks, abandoned buildings and daytime parties while the parents are out of the home are prime examples. The activities may range from a place to be while cutting or truanting to a hangout for drinking, smoking pot, sex parties, or shooting dope.

Prompt reporting of these activities to the authorities can help eliminate them quickly and, hopefully, return the student to his studies.

Curriculum and Programs

THE ACADEMIC HIGH SCHOOL

Although the single diploma is a reality, many schools continue a three track program—academic, commercial, and general. There is little evidence that the non-college-bound pupils are being offered anything but a watered-down version of the first-line course. A more effective plan would be to develop a broad offering of electives and alternatives for all grades, thus establishing a more relevant school environment for the large numbers of non-motivated and bored students.

The cooperative, commercial course option should be expanded to provide real on-the-job experiences for students who elect this program. It should not be a separate track, rather it should be integrated with the broad range of programs except for those specialized career offerings which help students to develop special skills. By providing this kind of option, students would tend to relate to school more readily and the incidence of alienation would be reduced.

There is no justification for a general track course. Students should be integrated in those classes where they can achieve; alternative offerings should be available which should carry the same value and prestige as the college-bound classes. One way of meeting the needs of the large group of pupils who are not interested in continuing education at this time would be through Educational Skills Centers, cooperative job training, mini-schools within schools, storefront programs and the like.

THE VOCATIONAL HIGH SCHOOL

In terms of school stability, the vocational high schools tend to be more stable than the typical academic high school. Most of them are small, which tends to create a more personal relationship between student and staff. Pupils are career motivated and some of them hold part-time jobs in the occupations for which they are training. This gives many students a first taste of success in school. Evidence seems to support the need for a continuing program for a limited number of modern vocational facilities for some pupils. These smaller institutions could be maintained until a full complement of comprehensive high schools can be established which will offer similar career training opportunities in addition to the inherent values of a correlated and comprehensive school program for all youngsters.

THE COMPREHENSIVE HIGH SCHOOL

In spite of a policy decision made in 1965 and reiterated on November 29, 1967, there is not one fully-operating comprehensive secondary facility in this City. Those high school buildings recently constructed to include career programs should be placed in full-time comprehensive operation immediately. The plan to convert all other schools should be implemented as rapidly as possible. If the schools are to continue to serve the needs of all youth, complete programs with quality options must be made available.

The primary observation made by this Team was that the high schools are failing to provide viable programs for a large segment of the student population. This appears to be a major cause of disruption. The comprehensive high school can offer the necessary alternatives which will meet the needs of many young people who are not concerned with the "traditional programs."

ALTERNATIVE PROGRAMS

For those pupils who are not being educated in the regular school program, other kinds of facilities should be developed. Because this group of young people tend to be the source of disruption of the learning environment for the larger majority of students, alternative opportunities should be developed to try to meet their individualized needs. Among these pupils who have been identified are the alienated, the truants, the nonperformers, the in-school and out-of-school dropout, and those with identifiable social and psychological problems who cannot function in a typical school atmosphere.

Some practices which have been effective in a number of schools or which have been recommended for testing are as follows:

A separate school-within-school program using staff members who have been successful with alienated students.

More effective guidance procedures making use of special counselors who are empathetic and who retain a relationship with a small selection of pupils.

Testing and diagnosis of curriculum needs and the establishment of programs based on pupil abilities and interests without the usual diploma mandates.

A school-employment program with provision for selected courses in the mornings and positive employment in the afternoon.

A series of mini-courses with a component of work orientation to be included as part of the diploma requirements with full course credit for job performance.

An expansion of a program such as the High School Auxiliary Program for larger numbers of students.

Alternative school facilities such as the store-front program which would make extensive use of supportive professionals, street workers, Intergroup Education personnel, Child Guidance and Vocational Guidance specialists and others who can assist pupils in obtaining an effective educational experience.

Special programs now being explored by local schools and districts should be examined for possibilities of City-wide adaptation. There is very little sharing of ideas among schools. Many schools have useful procedures which could be established in other areas. A clearinghouse of programs should be organized and conferences held to provide a platform for discussion and observation among staff members and other supportive agencies.

CURRICULUM PROPOSALS

The need for curriculum change and course reorganization supports the observations of this task force that the schools are unstable, to a large extent, because of student alienation and boredom. Many proposals for change have been made in professional journals and by staff members on all levels and in all subject areas. In New York City, there is little evidence of any real change in the typical high school program. It has been noted that the emphasis and the scope and sequence of courses have not changed appreciably in five decades.

A re-examination of organizational and curriculum practices has been suggested. *The High Schools of New York City in the 70's*, a report prepared for the high school office in September, 1970, suggests a number of changes could be implemented readily. Among the topics discussed are:

Involvement of students and community groups in school administration.

Reorganization of the student government.

Implementation of the comprehensive high school plan.

Modification of the annual reorganization.

The development of supplementary educational resource centers.

The use of the city as a center for learning.

Development of an independent semester.

Establishment of the supplementary continuing high school and preparation for high school equivalency examinations.

Expansion of course offerings.

Establishing a partnership with business and industry.

Student seminars and constellation course offerings.

The use of student assistants and student generated programs.

Expansion of the cooperative education program offerings.

Flexible scheduling, modular programming, team teaching, programmed instructions, multi-media learning centers.

Independent study and credit without classes.

There are several ongoing special programs such as College-Bound, Pre-Tech, Correlated Curriculum, and Toward Upward Mobility which seem to have a degree of success in dealing with nonperformers. These programs involve a small proportion of the total student population. Programs of this type should be re-evaluated by qualified personnel and those which prove to be marginal value should be phased out. The others which meet the criteria for effective innovation should be expanded to involve a greater percentage of the student body.

Bi-lingual and English as a Second Language programs should be expanded. They should be geared to Spanish and French speaking students but similar programs could be adapted by schools with other large linguistic minorities. Special programs which concentrate on mastery of English should be utilized before the student is given a regular program. Disruption and alienation can result from lack of comprehension of the teaching-learning situation. By provid-

ing educational experiences in the language of the new immigrant, the schools can improve relationships which may contribute positively to school stability.

DRIVER EDUCATION PROGRAM

One elective offering which has worked well in retaining students is Driver Education. It is an example of practical, relevant education which provides a service for the community at large as well as the student. This course should be expanded to more schools.

CATALOGUE OF COURSE DESCRIPTIONS

Several schools publish a catalogue which includes a description of all required and elective offerings. The format is like that of a college catalogue giving course number, prerequisites and a short description of each course (see appendix). In other schools, departments publish descriptions of elective offerings. This approach which treats students on a more mature level has had a stabilizing effect. It is suggested that all schools publish a catalogue rather than leave it to the option of individual departments. The catalogues should be mimeographed and stapled so that revision is simplified.

GUIDANCE

In many schools the ratio of counselors to students is one to a thousand. At best, the Counselor can do little more than crisis counseling. In many instances they are burdened with record keeping and clerical chores which also limit effectiveness. Counselors are often used as disciplinary personnel.

The most neglected area of guidance is vocational counseling. There may be little or no testing for preference or aptitude in vocatoinal areas. Students are not exposed to the whole spectrum of careers which are available. This prevents students from finding and focusing on attainable goals.

More counselors are needed. The State Education Department has recommended a ratio of counselors to students of one to 250–350. Greater stress is needed in the area of vocational guidance.

There is also a need for a handbook for counselors that will outline procedures to be used in dealing with disruptive students. It should include typical examples of disruptive behavior and the best approaches for coping with each problem. The handbook should also include a setcion listing referrals to agencies. A description of available educational alternatives should be included.

With an increased number of counselors, early diagnosis of educational and emotional problems would be possible. This early diagnosis would be a positive factor in school stability. It could prevent many untoward incidents and lead to fewer suspensions.

The role of the counselor should be expanded in suspense procedures. This would remove much of the punitive connotations of a suspension and stress the corrective aspects.

It is suggested that the counselor continue with the same group of students for their entire high school career. Continuity is essential to effective counseling.

It is also suggested that the position of grade advisor be phased out. The guidance counselor should assist the student in the formulation of his program. A fully staffed guidance department should be provided with clerical assistance to handle the mechanics of programming.

Security Personnel

CENTRAL ADMINISTRATION

A major improvement is required in the administration of the Security Guard Program. A central staff is needed to provide for payroll, training, assignment, communication, discipline, and field supervision. This central administration should also be used as a resource for information on criminal and education law.

PROBLEMS OF RECRUITMENT AND RETENTION

The poor pay and lack of benefits has made it difficult to recruit and retain efficient guards. It is hoped that these problems may be resolved by collective

bargaining and upgrading of the program. In the interim, principals should be encouraged to recruit guards from their communities.

TRAINING

Training of security guards should be reviewed. More emphasis is needed on school routines and problems. Guards should be trained to be familiar with police and court procedures. For the human relations aspect of their training, personnel from the Office of Intergroup Education should be involved. It is also suggested that a high school equivalency diploma be required and screening and tests be utilized prior to the training program. The principal, in each school, should receive a copy of the training program course of study.

ASSIGNMENT

Security guards should be assigned for the entire school day. Consideration may also be given to assignments at community and night centers as needed. It is suggested that the entire force be mobile to a certain degree; guards could be dispatched to a neighboring school in times of difficulty or disruption.

CHAIN OF COMMAND

The principal is the supervisor responsible for all personnel in the school and is therefore the supervisor of record for the security guards. The staff member assigned by the principal to be responsible for security should direct the daily operation of the security program. When a school has five or more guards, one may be designated as a "guard in charge." The guard in charge should work with the staff member responsible for security to establish assignments, lunch periods, and routines.

DUTIES

The duties of security guards should be: patrol halls and exits; check identification; maintain order; keep records of incidents; follow the direction of principal and the staff member designated to be responsible for security.

SUPERVISION

A regular patrol schedule should be established. Periodic training conferences should be held and written communications, with file copies, should be utilized. Guards should be instructed to report by intercom at regular intervals.

The staff member responsible for security should observe and report on the guards' performance. Field supervision from the central office would be of benefit and would contribute to the improvement of the program.

REPORT OF INCIDENTS

Guards should carry self carboning multi-purpose report forms. Incidents should be listed in accordance with the legal definitions of criminal law. The principal should designate one staff member to be responsible for sending copies to the police and the security office at the Board. In this manner, uniformity of reporting will be assured.

At the present time, reporting is haphazard and inaccurate. The result is that serious incidents may go unreported.

MOBILE TASK FORCE

A mobile squad of well-trained security guards has been organized. When a school is experiencing difficulty, the presence of this force can be most beneficial. Members of this squad also give support and training to guards assigned to the school.

INTEGRATION WITH THE FACULTY

The security guards should be made to feel that they are part of the staff. Several approaches in this area would be: to provide mailboxes; to invite them to faculty meetings and socials; to include them in the "sunshine fund" gifts for births, marriages, etc.; to encourage them to use faculty lounges and cafeteria.

IDENTIFICATION

Security guards are, at present, attired in civilian dress, and are not identifiable from other persons in the school. A jacket, preferably in school colors, could be furnished to the guards with the title, "Security," sewn over the breast pocket. The chief purpose of the jacket would be to make the guard visible to persons within the school, and also to the public entering the school. The presence of a clearly identifiable member of the school community charged with school security would be a deterrent to disruptive acts, and would also be reassuring to all persons within the school. This increased visibility would make the guard easier to locate if assistance is needed. Supervision would also be made easier if the guard was clearly visible.

School colors would have a positive effect on the part of the student body, and would make the security guard an acceptable member of the school community. A jacket, in inclement weather, would enable the guard to perform duties on school grounds. An alternate form of identification could be a brassard or armband worn over a jacket. This, too, would tend to make the guard more visible. It may also prevent confrontation between the guard and the public or student who, after being challenged, generally requests the security person to identify himself before they accede to his requests.

The security guard is furnished with a wallet-sized card designating appointment as a "Special Patrolman." He is also furnished with a shield by the Board of Education. However, these are useful for identification only and have little of the values noted above when compared to specialized clothing.

SCHOOL AIDES

Aides could be utilized to assist in the maintenance of security. In schools where they are properly supervised and instructed, they are a positive factor in school stability. They perform patrol duty, assist in the security of the lobby, cafeteria, and halls. They check program cards, escort visitors to offices, check washrooms, and other such duties as prescribed by the principal. However, most schools reported that they were less effective than security guards. Many school aides are elderly people and their effectiveness on patrol is limited. They may perform many other tasks quite well. The aide program would benefit from the recruitment of younger personnel.

School aide identification could be a button in school colors or an I.D. card with a picture pinned to clothing.

Building Operation and Maintenance

SCHOOL BUILDINGS

The school buildings visited were erected as early as 1901 and as recently as 1968. The atmosphere ranged from dungeon to bright, contemporary structures.

In some schools, the pupils are released from classes four minutes early because it takes that long to get to a class in another part of the building. There are schools where you can only get to the top floors from one bank of stairways. In a number of schools there are corridor intersections where traffic comes from four directions.

Some schools have inner courtyards which cannot be used because they are adjacent to classrooms. Many buildings have too many exit doors (as many as twenty) which makes it difficult to control or maintain security.

In some of the newest schools the acoustical tile ceiling height is within arm's length. This invites destruction by encouraging a response to the urge to poke a hole in the soft ceiling.

More bright colors should be used throughout schools. In new schools the use of bright color means the atmosphere more conducive to learning. Even older buildings could be repainted in attractive colors. Doors and woodwork could be given various primary colors to reduce the deadly monotony of the typical aged oak.

A number of schools need major modernization. At least one still operates on direct current electricity. One school has been waiting for twelve years for modernization.

A universal complaint among staff members is the extended time delay to secure major repairs, even those deemed to be emergencies. Included here are

broken locks on external doors, a security problem that cannot be tolerated. This contributes to the problems of personal safety, and, in some cases, can be a cause of disruption.

Some form of burglar alarm system, possibly a sonar type connected to the public address system, should be installed in schools, either as part of the original contract or as an addition to existing programs.

Many schools do not have an intercom telephone in the cafeteria or in the lobby. These areas are two of the most vulnerable and are often the locale for disruptions. Contact with the general office must be maintained—this suggests installation of such equipment in all schools where it does not presently exist.

It would seem advisable to provide screening over windows on the lower floors. This could help prevent illegal entry and cut down on glass breakage.

If an additional number of lights, with increased wattage could be provided in the area surrounding the school, including the playground and yards, they would act as a deterrent.

Shops and labs should be furnished with a transparent, shatterproof material to replace the glass now being used on the doors.

Plans are now contemplated for schools using a 90 second delay system in their fire alarm procedure. This source of the alarm is shown on a panel. It is then investigated by someone on that floor. If no order to cancel the alarm occurs within 90 seconds, then the alarm rings throughout the building.

When new buildings are contemplated, it is essential that the community, the students and staff be consulted on the design and planning.

SCHOOL SIZE

During school visits and after consideration of the plans for new schools, it was noted that the contemplated pupil population for the typical new high school is 4,000. The primary reason offered for plants of this size given is that it is "not economically sound" to build smaller schools.

However, little consideration appears to be given to the tendency for schools of this size to create a depersonalized atmosphere. One of the major complaints of students, and an important reason for unrest, is the fact that there may be no one readily available to whom the students can easily relate, ask questions, or discuss personal problems.

Most vocational high schools are small. Students are goal oriented and individual youngsters are known to the faculty. These schools, as a group, are most free from unrest. It appears to be evident that school size relates directly to school stability.

Relationships Between Schools and the Police

SCHOOL-POLICE LIAISON

A police-liaison committee has been established with an Assistant Superintendent of schools and the Deputy Commissioner of community relations as co-chairmen. The committee has been established: to consider and develop solutions to problems unresolved at local levels; to review problems that may encompass several schools and several precincts; to coordinate and supervise the entire liaison program.

Many problems can be resolved on the local level between school and precinct. In all the schools visited by the team, principals were acquainted with the local precinct commander, and, in most instances, the precinct community relations officer. Most principals stated that the relationships between the school and the police were excellent. At present, meetings between principals and local precinct commanders are scheduled in February, May, and October. It is suggested that additional meetings be held whenever necessary. Along with the principal, the staff member in charge of security, the Coordinator of Student Affairs, the Chapter Chairman, the Narcotic Coordinator, and the custodian should be present.

ROLE OF POLICE

Police are assigned in many schools. Their presence does help to maintain school stability. In at least one school, it was felt that the presence of a patrolman was not needed. In all schools visited, the police were interviewed.

The role of the uniformed patrolman should be constantly evaluated, and, unless absolutely essential to the preservation of stability within the school, the patrolman should not be present in the school.

IN-SERVICE COURSE—THE POLICE AND THE SCHOOLS

An in-service course conducted by Police Department personnel for teachers began on an experimental basis in February, 1965. To date, several hundred teachers have completed the course. The aims of the course are to give teachers the knowledge essential to the task of instilling in students an appreciation of civil responsibility, the need for law and order, and an understanding of individual rights and duties within the framework of American society. It is further intended that by providing an understanding of the role of the police in the community, the teachers will, in turn, communicate this understanding to the student. The course also covers the legal responsibilities of the Police Department, specialized units and their function, visits to local precincts, and visits to the Police Department range.

CURRICULUM UNIT ON THE POLICE

This program was prepared for elementary school children. By counteracting negative attitudes, the police are presented in a positive light. The necessity of police to preserve individual and property rights is demonstrated. Emphasis on good citizenship is stressed. The prevention of delinquency, respect for the individual, and human relations are included.

OTHER SERVICES RENDERED BY THE POLICE DEPARTMENT TO THE BOARD OF EDUCATION
YOUTH DIVISION

A unit of patrolmen, specially trained to work on the problems of youth and prevention of delinquency is available to assist the school child. A social case work approach is utilized when a child becomes involved with the police.

DEPUTY COMMISSIONER OF PRESS RELATIONS

This Office issues pamphlets, comic books which are bi-lingual, and coloring books to schools promoting safety practices and the relationship of the police to the community. Speakers are also furnished.

HIGHWAY SAFETY PATROLMEN

Through the use of precinct traffic statistics, a local safety program is developed. The Highway Safety Patrolmen deliver safety talks in the local schools.

COMMUNITY RELATIONS DIVISION

The purpose of the Community Relations Division is to promote an atmosphere of greater cooperation between the police and the community. A liaison is maintained with religious, ethnic and other community groups. Members can be utilized in cooperation with the Coordinator of Student Affairs. The services of the Community Relations Division are:

Precinct Service Officer.—Police trainees, under 21, are trained by experts in human relations, drugs, sensitivity training, the Black and Puerto Rican community, personality development, the family and adolescence. They act as a peer group in "rap" sessions, guidance, recruitment, and drug lectures. This is part of the auxiliary services through the local precinct.

Know Your Police.—To counteract negative and hostile attitudes, school children by the use of police lecturers, movies, slides, visits to police facilities, become acquainted with Police Department services, protection and safety.

Narcotics Speakers Unit.—Experts from the Community Service Division, upon invitation, lecture on drugs and other topics.

Youth Dialogue Program.—This program improves communication between police and youth. There are weekends at Fort Totten where youths work, live, eat and play with police. Dialogues cover attitudes and problems of each group. There is also a follow-up at the local precinct.

Community Council.—This Council is operated at the local precinct level. Community leaders meet to develop a better relationship between the police and the

community, and plan for the betterment of conditions within the community, including the problems of youths within the community. Some precincts have individual Precinct Youth Councils devoted exclusively to the problems of youth.

Police Athletic League.—The League is a private corporation for youths between the ages of seven to twenty. A director is hired by the P.A.L. to supervise the activities. The program is chiefly recreational, although there is a vocational program.

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APPENDIX I. CHECK LIST

_____
Date

Board of Education of the City of New York
OFFICE OF THE CHANCELLOR

School Stability Resource Team

School _____ Address _____

Principal _____ Telephone _____ Annex Yes ____ No _____

Building use _____A.M. to _____P. M. No. Periods _____ Year Opened _____

Register _____ Capacity _____ Curriculum Index _____ Utilized _____%

Ethnic Composition:

Students: Black_____ Puerto Rican _____ Oriental _____ Other _____

Staff: Black _____ Puerto Rican _____ Oriental _____ Other _____

1. Condition of School Plant and Grounds:

	Exc.	Fair	Poor	Comments
Lobby and Corridor	—	—	—	
Classrooms	—	—	—	
Shops and Labs	—	—	—	
Auditorium	—	—	—	
Stairways	—	—	—	
Building Exits	—	—	—	
Toilets	—	—	—	
Yards, Fields, Parking	—	—	—	
Gymnasia	—	—	—	
Cafeteria	—	—	—	
Offices	—	—	—	
Exterior, Glass	—	—	—	
_____	—	—	—	
_____	—	—	—	

2. Which of the items in question 1 are major causes of disruption?

   1.

   2.

   3.

   4.

   5.

3. Effectiveness of Administration:

	Exc.	Fair	Poor	Comments
Attendance _____	___	___	___	
Absence procedures	___	___	___	
Lateness procedures	___	___	___	
Cutting procedures	___	___	___	
Suspense procedures	___	___	___	
Guidance procedures	___	___	___	
Discipline/Dean's Office	___	___	___	
Programming	___	___	___	
Emergency	___	___	___	
Student identification	___	___	___	
Visitor identification	___	___	___	
School aides (No. _____)	___	___	___	
Security guards (No. ____)	___	___	___	
Staff assigned to security	___	___	___	
Communications	___	___	___	
Fire alarms	___	___	___	
Room security	___	___	___	
Chain of command	___	___	___	
Substitute Teacher Control	___	___	___	

_____	—	—	—
_____	—	—	—
_____ _____	—	—	—

4. School Organization and Programs:

Description of organization: Acad. _____ Voc. _____ Tech. _____ Comp. _____

Description of program: _____

_____

_____

Per cent retention _____% No. graduates 1970 _____

Graduate disposition:

4 year college _____%

2 year college _____%

Other schools _____%

Employed _____%

Other _____%

5. Curriculum Innovation and Special Offerings:

(List programs)	Exc.	Fair	Poor	Comments
1. _____	—	—	—	
2. _____	—	—	—	
3. _____	—	—	—	
4. _____	—	—	—	
5. _____	—	—	—	

6. Extra-Curricular Programs:

(List programs)	Exc.	Fair	Poor	Comments
1. _____	—	—	—	
2. _____	—	—	—	
3. _____	—	—	—	
4. _____	—	—	—	
5. _____	—	—	—	

7. Effect of programs on student behavior and school stability

Comment:

8. Effectiveness of Staff:

	Exc.	Fair	Poor	Comments
Relationship with ad inistration.	—	—	—	
Guidance personnel	—	—	—	
Coordinator of Student affairs.	—	—	—	
Union leadership	—	—	—	
Participation in decisions	—	—	—	
Staff retention	—	—	—	
_____	—	—	—	
_____	—	—	—	
_____	—	—	—	

9. Pupil Involvement

	Exc.	Fair	Poor	Comments
Official student leadership	___	___	___	
Unofficial student leadership	___	___	___	
Participation in security	___	___	___	
Role in Consultative Council	___	___	___	
Dissident groups	___	___	___	
_____	___	___	___	
_____	___	___	___	
_____	___	___	___	

Attitude toward school: _____

_____

_____

10. Parent Involvement:

	Exc.	Fair	Poor	Comments
P.T.A. - P.A.	___	___	___	

Membership _____ Meetings per year ___

Effectiveness: _____

(Other parent groups)	Exc.	Fair	Poor	Comments
a. _____	___	___	___	

Membership _____ Meetings per year ___

Effectiveness: _____

b. _____	___	___	___	

Membership _____ Meetings per year ___

Effectiveness _____

11. Community Involvement:

	Exc.	Fair	Poor	Comments
Special interest groups	___	___	___	
Political groups	___	___	___	
Community agencies	___	___	___	
Business and industry	___	___	___	
_____	___	___	___	
_____	___	___	___	

12. Special Problems:

	Favorable	Unfavorable	Comments
Narcotics	___	___	
Media	___	___	
Student Press	___	___	
Transportation	___	___	
Zoning	___	___	
_____	___	___	
_____	___	___	

13. Other Problems:

14. Summary:

BOARD OF EDUCATION,
CITY OF NEW YORK,
Brooklyn, N.Y., March 22, 1971.

To: Principals of academic and vocational high schools.

DEAR COLLEAGUES: The School Stability Resource Team selected by the Chancellor upon recommendation of the CSA, the UFT, the Office of Instructional Services. and the Police Department, has been organized to determine reasons for the wide range of disruptions and unrest in the City schools. Although many of the causes of disorders may be external, patterns seem to be emerging which tend to create security problems as well as other safety-related conditions in some schools.

As part of our study, we are visiting many schools to determine from the staff these practices which have been successful in maintaining a stable environment. In addition, we are securing information by means of the attached survey.

Would you please complete the enclosed questionnaire and return it to the committee by April 8, 1971. Your school will not be identified in the analysis of the data and any suggestions or comments made by you in addition to any materials supporting your responses will be held in the stirctest confidence by the members of the Team.

We expect to complete our work by June 30, 1971, the end of this current semester. Your cooperation will be of great value to our efforts to provide viable suggestions for an improved climate in all schools in New York City.

Sincerely yours,

DANIEL A. SALMON,
Chairman.
Mr. CLIFTON GROSS,
Mr. EDWARD MUIR,
Capt. RAPHAEL PROTTER.

Approved:
IRVING ANKER,
Deputy Chancellor.

APPENDIX II. QUESTIONNAIRE TO HIGH SCHOOL PRINCIPALS

BOARD OF EDUCATION OF THE CITY OF NEW YORK
110 LIVINGSTON STREET, BROOKLYN, N.Y. 11201
OFFICE OF THE CHANCELLOR

SURVEY OF SCHOOL STABILITY, NEW YORK CITY PUBLIC SCHOOLS

Directions: Please complete this questionnaire by filling in the information requested. Use the additional space provided to supplement your responses.

SCHOOL _____ BOROUGH _____

1. Identify those factors which have contributed to stability in your school during the current academic year. Rank the five most important items, numbering them in order from 1 to 5.

Comments:

Administration	____
Building utilization	____
Community groups	____
Curriculum	____
Custodial service	____
Facilities	____
Parents	____
Racial stability	____
Security	____
Staff retention	____
Student activities	____
Supervision	____
Teaching	____
_____	____
_____	____

2. For each of the items ranked in question 1, list those groups or individuals you can identify as being responsible for the condition.

1.

2.

3.

4.

5.

3. Identify those factors which have contributed to disruption in your school during the current academic year. Rank the five most important items, numbering them in order from 1 to 5.

Comments:

Administration	____
Building utilization	____
Community groups	____
Curriculum	____
Custodial service	____
Facilities	____
Narcotics	____
News media	____
Parents	____
Racial conflict	____
Security problems	____
Staff retention	____
Student activities	____
Supervision	____
Teaching	____
_____	____
_____	____

4. For each of the items ranked in question 3, list those groups or individuals you can identify as being responsible for the condition:

1.

2.

3.

4.

5.

5. Compared to the school year 1969-70, how would you assess the current security situation in your schools?

Comments:

(Check one)

Improved	_____
Stabilized	_____
Deteriorated	_____

6. Identify the disruptions which have occurred in your school during 1970-71 by checking the frequency and average intensity of each type of incident in the boxes below: (If "0" Frequency is checked, Intensity does not apply)

TYPE	FREQUENCY				INTENSITY		
	0	1-5	6-10	11+	Mild	Slight	Violent
Arson							
Assault on Staff							
Assault on Student							
Community Action							
Narcotics Violation							
Riot							
Staff Action							
Student Action							
Trespassing							
Vandalism							
(Other)							

(Please elaborate on major problems)

Comments:

7. To what extent are the following personnel effective in maintaining stability in your school?

JOB TITLE	NO. ASSIGNED	(If personnel are assigned, check one) VERY EFFECTIVE	SOMEWHAT EFFECTIVE	OF LITTLE EFFECT
Police Officer				
Security Guard				
School Aide				
Teacher Patrol				

Comments:

8. Have additional police been called in during the school year?

(Check one) Yes___ No___ If yes, how often?___

9. In what parts of the school have disruptions generally taken place? Rank the five most important items, numbering them in order from 1 to 5.

Comments:

Auditorium	___
Cafeteria	___
Classrooms	___
Corridors	___
Gymnasia	___
Lobby	___
Locker rooms	___
Offices	___
School grounds	___
Shops or Labs	___
Stairways	___
_____	___
_____	___

10. If your school is on single session, when do disruptions generally take place?

Comments:

(Check appropriate items)

Terms: Fall___ Spring___

Time: Morning___ Afternoon___

During lunch periods___

After regular school day___

During evening school___

11. If your school is on more than single-session, indicate when disruptions usually take place?

Comments:

(Check appropriate items)

Terms: Fall___ Spring___

Sessions: Early___ Overlap___

Late___

During lunch periods___

During evening school___

12. What effective measures and/or procedures have been used in your school to help maintain school stability? (Please attach appropriate materials, e.g., emergency procedures, programming techniques, security regulations, etc.)

Comments

13. What kinds of assistance would you like to receive which could assist you in dealing with problems of security, safety, and disruption?

Comments:

Name (print)_____

Signature_____

License_____

Year appointed in this license_____

Year assigned to this position in this school_____

Date_____

SDS

APPENDIX III. SAMPLE MATERIALS

OUT OF ROOM BOOK

1. Fill in ALL items - in ink.
2. Only ONE student at a time is permitted to leave room.
3. No students are permitted to leave the room during
   a. Official period.
   b. Period 1.
   c. Period 9 or 10 (whichever is their last period).
4. A student is expected to use the lavatory during his lunch period.
5. A student is expected to purchase supplies from the G.O. Store during his lunch period--not during subject period.

DATE	PERIOD	LAST NAME, FIRST NAME	OFF. CLASS	TIME LEFT	TIME RETURNED

APPENDIX IV. SAMPLE SELF CARBONING CUTTING CARD

Please Check
☐ Boy
☐ Girl

HIGH SCHOOL **CUT SLIP STUDENT COPY**

_____ Name _____ Official Class was absent from

_____ Subject Section on _____ date, period _____

_____ Teacher

TO THE STUDENT:

You have been reported for cutting the above class. Cutting is a serious offense which becomes part of your record if it is not cleared. This record is maintained permanently in school files and is referred to when making reports to colleges, the Armed Services, Government Agencies, and employers. In addition, cutting results in loss of instruction and possible failure.

If you have a legitimate excuse, you may clear this cut by reporting with appropriate proof to Dean's office.

FILE COPY

Dean

_____ Name _____ Official Class was absent from

_____ Subject Section on _____ date, period _____

_____ Teacher

Please Check
☐ Boy
☐ Girl

HIGH SCHOOL **RETURN TO TEACHER**

_____ Name _____ Official Class was absent from

_____ Subject Section on _____ date, period _____

_____ Teacher

DISPOSITION:

1. Absent from school
2. Valid pass presented
3. Recorded on ledger
4. Pupil interviewed
5. Parent summoned
6. Referred to Guidance Counselor
7. Other

Please Check
☐ Boy
☐ Girl

HIGH SCHOOL **PARENT COPY**

_____ Name _____ Official Class was absent from

_____ Subject Section on _____ date, period _____

_____ Teacher

DEAR PARENTS:

Your son/daughter has been absent from the class indicated above without a valid excuse. Cutting is a serious offense which becomes part of his record, which is maintained permanently in the school files and is referred to when making reports to colleges, the Armed Services, Government agencies and employers. In addition, failure to attend classes results in loss of valuable instruction and in failure.

You may call the Dean's Office if you wish to discuss this matter, or to make an appointment to visit the Dean.

Dean

APPENDIX V. SAMPLE PAGE FROM CATALOGUE OF COURSE OFFERINGS

COURSES (continued)

FASHION II

A continuing study of imaginative clothing design and the human form in illustration. The student develops a personal textbook on the essential points of illustration and a wardrobe of good design. Drawing from the model is included in the semester's work. Visits to fashion schools and dress manufacturers are made when possible.

FASHION III

Prerequisite—Fashion I or II.

An advanced course for students who wish to make this area their major avenue of expression. Drawing style, color theory, apparel rendering, and creative design are stressed. Drawing from the model and visits to fashion schools and fashion shows are included.

FASHION IV

Prerequisite—Fashion I or II.

Advanced drawing and design for students seriously interested in this area of art. The student will make an intensive study of color theory, fabrics, clothing accessories, and the mechanics of production. The development of a personal portfolio for submission to an art school or fashion house is the final project of the term.

COSTUME DESIGN I

A foundation class in the designing and making of clothing for everyday wear. Principles of color and design will be studied and applied. Students can develop a personal wardrobe for all seasons working from the "drawing board to the mannequin."

COSTUME DESIGN II

A continuing course in the design and making of clothing. Groups of students will become creative "designing houses" and introduce personal philosophies and styles in fashion. Each student can develop a portfolio of favorite designs for college admission.

STAGE DESIGN I

An introductory course structured to explore and develop settings for various theatrical productions. The student can add new dimensions to popular plays through the clever and imaginative use of color, design, stage props, and scenery. Models for actual plays will be constructed.

○

MAY 2 3 1972

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